DOCUMENT RESUME

ED 047 148 24 VT 012 566

AUTHOR	Ward, Darrell L., Comp.; Kazarian, Edward N., Comp.
TITLE	Third Annual National Leadership Development Seminar for State Directors of Vocational Education. Articulation of Vocational Education Planning with Comprehensive State Planning.
INSTITUTION	Ohio State Univ., Columbus. Center for Vocational and Technical Education.
SPONS AGENCY	Office of Education (DHEW), Washington, D.C. Bureau of Research.
BUREAU NO	BR-7-0158
PUB DATE	Jan 71
GRANT	OEG-3-7-000158-2037
NOTE	59p.; Leadership Training Series No. 32
AVAILABLE FROM	The Center for Vocational and Technical Education, The Ohio State University, 1900 Kenny Road, Columbus, Ohio 43210
EDRS PRICE	EDRS Price MF-$0.65 HC-$3.29
DESCRIPTORS	Advisory Committees, Articulation (Program), *Educational Coordination, Educational Planning, Inservice Education, Interagency Coordination, *Leadership Training, *Program Planning, Seminars, *State Programs, *Vocational Education

ABSTRACT

More than 100 state directors and other leaders from 45 states, the District of Columbia, and Puerto Rico attended a 3-day inservice leadership development seminar to exchange information and examine coordinated state planning as it relates to programing in vocational-technical education. Seminar activities included group work sessions, a symposium, and these major presentations: (1) "A Governor's Perspective of Total State Planning and the Role of Vocational Education" by Robert E. McNair, (2) "The Challenge of Total Educational Planning Within a State" by Howard B. Casmey, (3) "A State Director of Vocational Education's Perspective of Total State Planning and the Role of Vocational Education" by Robert S. Seckendorf, (4) "Coordinated State Planning in Minnesota: Background Paper for a Symposium" by Joseph F. Malinski, (5) "The Role of the State Advisory Council in Vocational Education Planning: A Report of a Panel" by Bruce Reinhart, (6) "Interagency Cooperation for Implementation of State Planning" by Herbert Righthand, (7) "Career Education: The Oregon Way" by Leonard Kunzman, and (8) "Implementing State Planning in Vocational-Technical Education" by Martin Essex. (SB)

ED047148

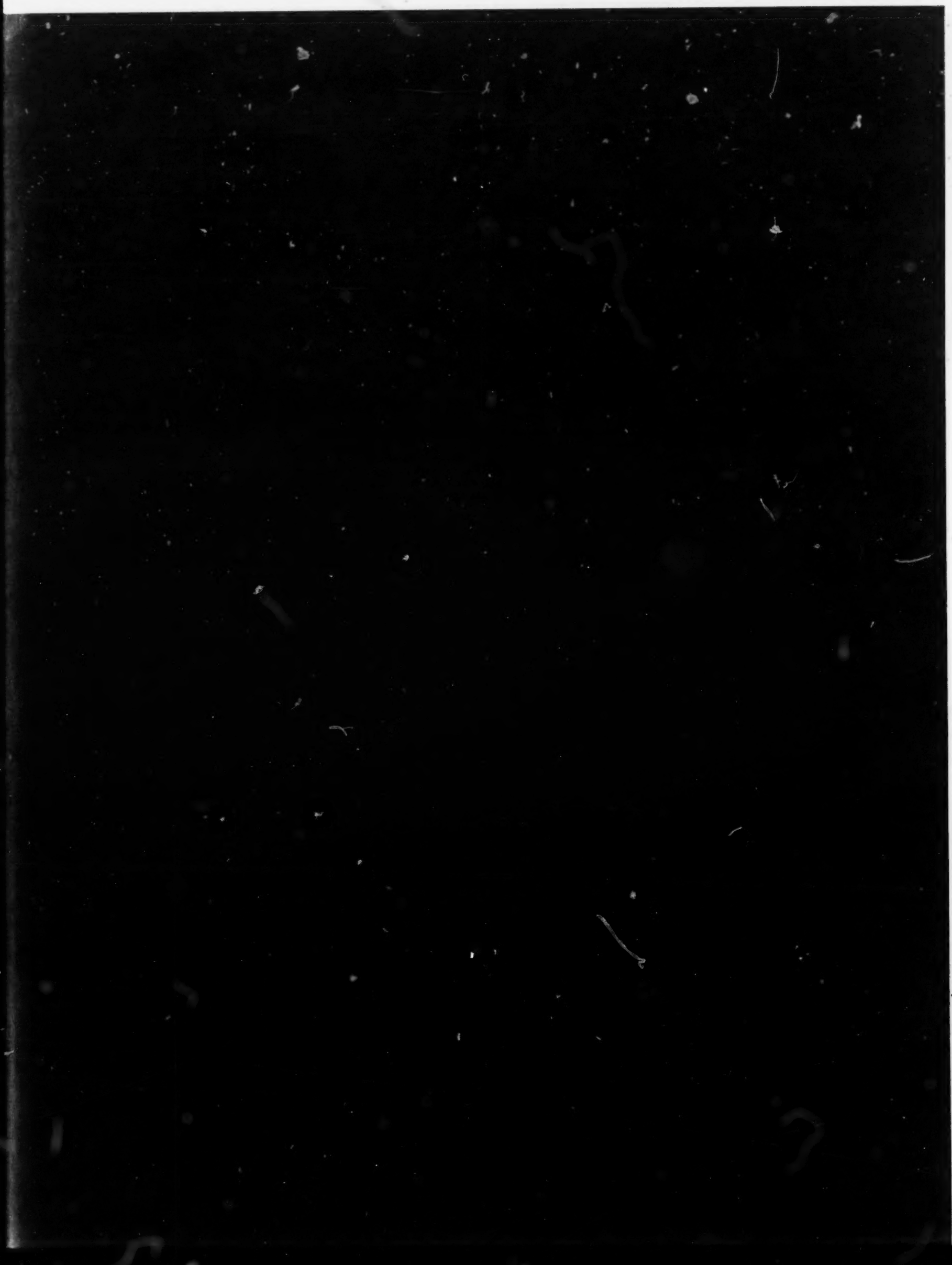
Third Annual
National Leadership Development Seminar
For State Directors of Vocational Education

ARTICULATION OF VOCATIONAL EDUCATION PLANNING WITH COMPREHENSIVE STATE PLANNING

THE CENTER FOR VOCATIONAL AND TECHNICAL EDUCATION

THE OHIO STATE UNIVERSITY
1900 Kenny Rd., Columbus, Ohio 43210

Leadership Training
Series No. 32



ED047148

Leadership Training Series No. 32

THIRD ANNUAL NATIONAL LEADERSHIP DEVELOPMENT SEMINAR FOR STATE DIRECTORS OF VOCATIONAL EDUCATION

Articulation of Vocational Education Planning With Comprehensive State Planning

Compiled and Edited by
DARRELL L. WARD
EDWARD N. KAZARIAN

The Center for Vocational and Technical Education
The Ohio State University
1900 Kenny Road
Columbus, Ohio 43210

JANUARY 1971

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

INTERIM REPORT
PROJECT NO. 7-0158
GRANT NO. OEG-3-7-000158-2037

The material in this publication was prepared pursuant to a grant with the Office of Education, U.S. Department of Health, Education and Welfare. Contractors undertaking such projects under Government sponsorship are encouraged to express freely their judgment in professional and technical matters. Points of view or opinions do not, therefore, necessarily represent official Office of Education position or policy.

This publication has been prepared for distribution to selected agencies and individuals on a complimentary basis as permitted by funding under the terms of the federal grant. Additional copies have been produced from local funds for distribution on a cost recovery basis to assure wider dissemination of the document.

U.S. DEPARTMENT OF
HEALTH, EDUCATION AND WELFARE

Office of Education
Bureau of Research

INTRODUCTION

The Center was pleased to respond to the request from the National Association of State Directors of Vocational Education to conduct the Third National Leadership Development Seminar and to work with their planning committee in structuring this annual meeting.

The theme of this year's seminar, "Articulating Vocational Education Planning With Comprehensive State Planning," was an urgent and timely topic.

Last year's seminar focused on the problem of master planning for state programs of vocational education. Outstanding consultants from industry, government and education shared the strategies and procedures they used in long-range master planning. The realities of planning within the political structure were examined and an orientation was provided to specific tools and techniques that would be useful in systematic planning. Systems such as PPBS and PERT were examined and the application of the Delphi Technique to vocational planning and broad goal setting was discussed.

Building on last year's theme and the understandings and competencies developed there and taking into account our year's experiences, the Association's planning committee and The Center were anxious to provide continuity and momentum to the planning process as a critical aspect of state management.

It was significant that more than 100 state directors and other leaders from 45 states, the District of Columbia, and Puerto Rico met for the purpose of addressing themselves to the critical problem of articulating vocational education planning with comprehensive state planning. While the importance of planning is self-evident, it may be helpful to briefly highlight the reasons for the new prominence and cruciality of the planning process.

1. To meet legislative goals and mandates.
2. To contribute to both educational and economic efficiency (with increased concern for allocation of scarce resources after examining alternatives—educational and social costs and benefits).
3. To provide a basis for evaluation—accountability, if you please.
4. Perhaps most important—to bring to bear the full range of resources and special competencies to significantly impact on major social and educational problems, such as the unemployed and the disadvantaged.

Because of the pervasive and expanded role that vocational education occupies in the educational and economic development of states, it seems clear that our planning must become more rational and our decision-making more explicit. Management by objectives is certainly implied if not required.

State vocational education planning must give attention to the broader context in its planning; that is, the work of other state agencies and organizations. Further, in harmony with the trend of participatory democracy (or confrontation, if you prefer), it is clear that planning must be done in full public view under the intense scrutiny of narrow vested interests and the broader interests of society. Hence, the rationale and data base for decisions and resource allocations must be clear and they must stand up under such examinations. Further, if the meaningful articulation we seek in programs is to take place, it will require a clear mission statement for the management units of the various agencies, operational objectives and a true commitment to cooperation and coordination for the betterment of those we serve.

We were extremely fortunate to have the viewpoints of outstanding individuals who by virtue of their position and professional competence provided a valuable perspective to our purpose: a governor, chief state school officers, state directors of vocational education. Throughout the entire program opportunities were provided for the participants to interact with the speakers and consultants. The participants assumed the obligation to raise questions, to challenge points of view, to pose alternatives, and to point out implications and applications.

Active participation of Association members and inputs from the following U.S. Office of Education staff members contributed materially to the success of the seminar: Arthur Lee Hardwick, associate commissioner, Bureau of Adult, Vocational-Technical Education; Howard F. Hjelm, acting associate commissioner, National Center for Educational Research and Development; and Leon P. Minear, director, Division of Vocational and Technical Education.

Recognition is due Center staff members Darrell Ward, specialist in state leadership; Edward Kazarian, research associate; and Aaron Miller, coordinator of product utilization and training, for their efforts in directing this seminar. The assistance of the officers and planning committee of the National Association of State Directors of Vocational Education is gratefully acknowledged.

We trust that this report will be useful in furthering state planning for vocational-technical education.

Robert E. Taylor
Director
The Center for Vocational
and Technical Education

CONTENTS

Introduction iii

A Governor's Perspective of Total State Planning and the Role of Vocational Education
The Honorable Robert E. McNair 1

The Challenge of Total Educational Planning Within a State
Howard B. Casmey 4

A State Director of Vocational Education's Perspective of Total State Planning and the Role of Vocational Education
Robert S. Seckendorf 8

Coordinated State Planning in Minnesota: Background Paper for a Symposium
Joseph F. Malinski 16

The Role of the State Advisory Council in Vocational Education Planning: A Report of a Panel
Bruce Reinhart 25

Interagency Cooperation for Implementation of State Planning
Herbert Righthand 29

Career Education: The Oregon Way
Leonard Kunzman 33

Implementing State Planning in Vocational-Technical Education
Martin Essex 35

Appendix A 39

Appendix B 49

A GOVERNOR'S PERSPECTIVE OF TOTAL STATE PLANNING AND THE ROLE OF VOCATIONAL EDUCATION

The Honorable Robert E. McNair
Governor, South Carolina
Columbia, South Carolina

This year, more than eight million Americans are enrolled in vocational education programs. Our taxpayers are spending $1,400,000,000 on these programs. Obviously, the very magnitude of this undertaking demands that it receive a priority of the highest order in the educational community. Let us understand, however, that enlightenment and good intentions themselves are not enough. New awareness sometimes brings new problems. Broader understanding brings broader involvement from many sectors of the total school program.

We are all familiar with the bandwagon psychology, and we all understand how a vehicle can become bogged down if too many persons jump aboard. In the field of adult, vocational, occupational, and technical education today, there is a danger that in their haste to serve, these programs can often get in the way of each other, and create more problems than they solve.

As governor of a state in which all these programs are quite active and effective, I have come to understand and appreciate fully the absolute need for coordination in education. At the basic level—the level where money is translated into programs, and programs are translated into students—none of us can afford the duplication and waste which comes from this sort of overlap. While each program has its general purposes, there are fringe areas where interests merge with those of another program. This fringe area overlap is often the logical result of a program too indefinitely described, or a funding process too hazily outlined. In this case, it is the proper responsibility of the state to define operational areas, and to fit the pieces together.

It has been our experience in South Carolina that once jurisdictional boundaries are drawn, the operation of each agency and the cooperation among the many agencies, becomes a much smoother process. Once this hurdle is cleared—and it must be cleared at the state level—then enormous results can be obtained from relatively limited resources.

If we accept the reality that all students are not academically oriented, and that technically oriented students are entitled to the same level of educational excellence as all others, then we begin to understand the necessity of coordinating our efforts. There is no reason to wait until the eleventh grade student shows up with an "F" on his report card to channel him into vocational education; nor is there any reason to believe that because he fails Latin, he cannot become a big success in computer science.

The problem often lies in the fact that we may wait too late to diagnose the student's needs, then come up with too small a choice of career opportunities. Through a tightly coordinated program which projects vocational and technical training directly into the educational mainstream, we in South Carolina are attempting to correct this deficiency. Through programs of adjunct and prevocational education, we are seeking to identify and reorient student interests as early as the upper elementary levels. Not only does this approach head off the possibility of dropouts before the idea of dropping out gets started, it also contributes greatly to the effectiveness of occupational training itself.

But, obviously, such programs require alternative approaches. Simply because a student is nonacademic does not automatically assign him to some catch-all program. The nonacademic student ranges from the handicapped and mentally retarded to the highly skilled or brilliant technical student. The opportunities

and alternatives must be just as varied—if not more varied—for these students as for the college preparatory student. Thus, vocational programs must be multi-level and highly sensitive to the individual needs of the student. If each person is to achieve his highest level of potential development, he must be provided with the tools at an early age to exploit his own individual abilities. Such exploitation, of course, is not possible if education itself is content to remain isolated from the rest of society.

There is no point in developing skills for which there are no jobs, hopes for which there is no fulfillment, and ambitions for which there are no careers. Educational square pegs who do not fit into the occupational round holes are the casualties of our own failure to comprehend the full impact of education on the community. Once again, it becomes necessary at the state level to provide the type of leadership which can bring educator and industrialist, teacher and businessman, into communication with each other. It is no longer possible to separate the interests of economic growth and educational excellence. They are bound together in an unending cycle of cause and effect, supply and demand.

The quality of jobs available in a given community will be no higher than the educational capability. At the same time, the level of education will be directly related to the type of job opportunities and career potential available. We have a mobile population and a mobile economy. Communities compete for new industry, and states compete for overall economic well-being and advancement.

In South Carolina we use education as a tool of economic growth in the same way that another state might exploit the potential of its precious raw materials. Our raw material is people—that human resource which can be cultivated and developed only by education. Without specific job-oriented training from our technical education centers in South Carolina, we could not have brought $4 billion of new industry and 120,000 new jobs into our state during the past decade. It is as simple as that.

In stressing coordination within the educational community, and coordination between education and economy, I have suggested that such coordination should properly come at the state level. I make such a suggestion because of the complex nature of federal programs, state funding priorities and local funding capabilities. It is the state which must provide the cumulative goals, and establish the aggregate priorities.

In these days when so many programs—particularly those dealing with education—are amalgamations of state, federal and local participation, it is vital that the state step in to bring order to a situation which could easily lead to chaos. Where the state is willing and capable to undertake this type of coordinating responsibility, a far greater return on the invested dollar can be realized.

Beginning with the Vocational Education Act of 1963, and continuing through the Amendments of 1968, there has been a steady expansion of the concept of your role in the educational process. Vocational schools now have a mandate to produce students prepared to enter the labor market or pursue further occupation-oriented training. The spirit of the 1968 act was a spirit of coordination, and it may well have been a turning point in planning the course we follow in the immediate years ahead. States now have the capability and the responsibility to relate vocational training directly to total education and the job market in the local areas.

In South Carolina, we, like others, have organized a Vocational-Technical Education Advisory Council, composed of the leadership of the many occupational programs, as well as representatives of our industrial development agency, and leaders of the community itself. Through this council, we have been able to provide a forum for the articulation of programs and a coordinating body for overall planning. By bringing together leadership at the decision-making level, we have related education to economic development as well as to the needs and potential capability of the manpower pool itself.

Coordination, however, is more than a programmatic luxury. It is an economic necessity. There is not enough money in our state or federal treasuries to permit the separate proliferation of administration and facilities for each of the various occupational programs. There is no reason why general, vocational, adult, and technical education programs cannot share facilities and resources. There is every reason to believe that this should be done because today's offerings must be adapted and tailored to the individual needs of each citizen. Just as we have supermarkets for the convenience of the food shopper, we should also consider the comprehensive approach for the educational and training needs of the potential student. Jurisdictional competition and administrative overlap only tend to confuse and mislead the prospective trainee. He may not be equipped to separate in his own mind the boundaries and definitions of programs which go by the similar-sounding names of vocational education, technical education or occupational training. He may not be able to judge exactly where he fits into this system. To simplify his problems, and to streamline the system itself, we have increasingly encouraged the joint use of facilities, the joint sponsorship of programs, and the regional approach to local needs. If a comprehensive vocational-technical facility can be established which will serve the requirements of several programs within a geographic region, it will be vastly

superior to dotting the countryside with single-purpose buildings and facilities.

Our most ambitious undertaking to date in this regard has been the Regional Manpower Center in Williamsburg County, South Carolina. In this single unit we have combined federal, state and local funding, and multi-agency administration to provide the most comprehensive training center yet designed. Funding comes from the Economic Development Administration (EDA), the three-state Coastal Plains Regional Commission, and Williamsburg County itself. When completed, the center will offer the full spectrum of courses, including basic adult education, high school-level vocational training, post-high school technical education, as well as Manpower Development Training (MDTA) and the Concentrated Employment Program (CEP). To bring about this total approach, many agencies at the state level have joined hands, including the Office of Vocational Education and the Office of Adult Education of the State Department of Education, the State Committee for Technical Education, the Employment Security Commission, the Vocational Rehabilitation Department and the State Development Board.

We consider this center to be a structural model embodying all the principles of coordination—multi-agency and multi-government—which we have considered so necessary to the effectiveness of occupation-oriented education. Through this center, it will be possible for any qualified student to enter at his own particular educational level and to receive the type of specific training which will not only develop fully his own particular abilities, but will also qualify him for the job market in his own local area.

There is one element which many of us may all too often overlook in our approach to nonacademic education. I alluded earlier to the fact that ours is a society which rewards the working man and places him in a position of considerable esteem. In many ways, we value the essential dignity and enterprise of the working man, the laborer, the machinist, the technician. These people are at the heart of the American free enterprise system; they constitute the muscle, the mechanism, the energy which gives force to the most productive economy the world has ever known.

In terms of education, this same type of understanding and priority must now extend into the very inner workings of our school system. What is considered "special" today in terms of occupational training must increasingly become the normal and the usual throughout the educational process. We are talking about more than the specific vocational education program. We are talking about more than technical education, job training or occupational programs. We are talking about a philosophy, a point of view which must permeate the entire fabric of education.

John Gardner wrote 10 years ago: "The society which scorns excellence in plumbing because plumbing is a humble activity, and tolerates shoddiness in philosophy because it is an exalted activity, will have neither good plumbing nor good philosophy. Neither its pipes nor its philosophy will hold water."

The time has come for American education to understand the full meaning of these words, and the implication they hold for our future. It is no longer enough to offer an education to those who would participate, and reject those who do not fit the mold we construct. There should be no such thing as failure; there should be no reason for the term "dropout." It is time that we stopped judging students on the basis of what they cannot do; it is time for us to train and educate them on the basis of what they can do. Unless we do, it is education itself which will have failed, and which will have dropped out of society.

THE CHALLENGE OF TOTAL EDUCATIONAL PLANNING WITHIN A STATE

Howard B. Casmey
Commissioner of Education
State of Minnesota
St. Paul, Minnesota

Teachers are prone to teach the way they were taught when they were students. Similarly, most of us think of tomorrow as a repetition of yesterday. In the area of vocational and technical education this can have unhappy consequences.

When we talk of vocational education we tend to think of certain historic trades and occupations like carpentry, plumbing, printing, farming and other vocations. Although the names tend to remain the same, the content and skills are radically different, while the demand for the skills has undergone far-reaching shifts. These shifts are being measured, counted, charted, and publicized under the auspices of the Bureau of Labor Statistics of the U.S. Department of Labor. The misconception about vocational education is that we think we know what carpenters and plumbers do, because we thought we knew what they did a generation ago. Even if we did know then, this knowledge is now out of date and no longer applicable. Worse yet, it will change even more in the years ahead.

Vocational education, now almost 50 years old, was designed to save the American secondary school from the domination of college preparation. After all, we had elementary schools and colleges as far back as the colonial period; only later did we develop the tax-supported secondary school to bridge the gap and to educate the clerks and storekeepers and the teachers for our elementary schools. Thus the American high school was oriented toward the clerical occupations and the professions; it became preparatory for college and for white-collar jobs; it taught how to deal with paper rather than with things. The Smith-Hughes Act of 1917 was meant to remedy matters by providing federal funds for manual tasks. Even though the basic Act of 1917 has been amended several times, it began a division in American secondary education which exists to this day.

The single most important ingredient of a good education today is to cultivate among students a receptivity toward further education. Put more strongly, it means a commitment to the idea that learning is a lifelong process. This is particularly true in vocational education because there is a steady attrition and obsolescence among acquired skills. Even in the case of the college graduate-engineer there is rapid obsolescence of knowledge.

Growth and change have been predominant characteristics of the American economy in the past and are likely to remain so in the future. Since the turn of the century, both the nation's population and labor force have more than doubled in size, and important changes have occurred in almost all phases of national life. Technological innovations and discoveries have created new industries and products, and have profoundly altered the economy. Perhaps most symbolic of the changes in national economic life is the shift from a society predominantly rural in nature to one that is overwhelmingly urban. In 1900 one worker in three was a famer or farm laborer; in 1969 only one worker in every 20 was so employed.

Technological changes have resulted in rising productivity, and this has been translated into a higher standard of living for most people. Impressive increases in output per man have meant that relatively fewer workers are needed in the goods-producing industries (agriculture, mining, manufacturing, construction). At the same time, longer life expectancy, more leisure time, and other changes in our way of

life, have created a strong demand for services. Today's accelerating and changing technology has placed man, his education, and his work in a new relationship in which education becomes the bridge between man and his work. The difficulty, however, is that relations between education and the world of work have never been close in this country and in many respects remain in a state of bad repair.

The forces of change are altering long-held American attitudes toward the utilization and conservation of the country's human resources. We are beginning to understand the direct connection between the education of every citizen and our strength as individuals and as a society. We have begun to see the need for a planned relationship between manpower needs and educational programs.

When major national crises have demanded, as in World Wars I and II, the educational community, including higher education, has responded to the need for educating and training highly skilled manpower. Many observers contend that today's problems of youth and work present us with a new "major national crisis." Their evidence is compelling and, on the basis of this evidence, important national policy decisions will have to be made in the immediate future.

The failure of educators to understand the relationship between their work and the future occupational role of their students has inhibited the development of vocational guidance, placement, and follow-up—despite pleas, recommendations, and studies to the contrary. The majority of students in secondary and higher education state their educational goals in terms of occupation. Instead of wringing hands over this nonesthetic bent in American youths, educators should capitalize on the motivation potential it holds to help students select appropriate educational programs and more realistic goals. The failure to do so has too often resulted in misuse of educational facilities and human talent. The large percentage of students enrolled in college preparatory or transfer programs in high schools and two-year colleges, compared with the small percentage who actually go on to college, is indication that much less has been done than necessary in matching individual education and future occupation.

With the increasing emphasis on college and college preparatory programs by the lay public, educators and mass communications media, there is a great danger the noncollege bound student and his needs, particularly in occupational orientation, may be neglected. The problem of such students is further aggravated by the limitations of academic teachers in terms of occupational knowledge, complexity of the labor market, job entrance requirements, and the difficulty of personally getting firsthand information essential to making career decisions.

It is clearly recognized that the characteristics of schools in Minnesota, as well as other states are dependent upon many variables. These variables include size, geographic location, community resources, local leadership, the needs of students, availability of facilities, and many other factors. A given administrative unit, due to these variables, may find implementation of the total plan impossible. The implementation of any combination of the parts composing the plan, however, could be valuable in moving toward a long-range plan of occupational exploration.

Teachers should be strongly encouraged to correlate occupational information and opportunities with each subject as it is being taught. They should make a concerted effort to integrate this information into regular classroom work by providing appropriate laboratory experiences, classroom demonstration, and, perhaps, by inviting community resource persons into the school for illustrated lectures concerning particular occupations. Students at each grade level could be provided opportunities in each subject area to explore and understand the value and dignity of all types of work and to develop an awareness of the skills, knowledge and attitudes that are necessary for success. Some teachers are already doing a good job in this respect, but many teachers are unsuccessful in their efforts to effectively relate occupational exploration to subject content. In order to become more effective, these teachers will need to become more familiar with job opportunities. They will need guideline materials to be used with textbooks and existing syllabi, and numerous teaching aids and equipment.

Even under static circumstances there are sharp divisions of opinion among educators about how to give concrete expression to educational aims where the object in view is to train students for specific practical jobs. There are also sharp divisions about the ways in which to establish a system of student counseling (or orientation) that would help build a reliable bridge between students and their natural talents, and between both the latter and realistic employment prospects. But the current case has been made more complex because of the increasingly dominant role of science and technology in the life of individuals and their societies. Can any job-oriented kind of training which the schools are capable of providing keep pace with a world that is rapidly and ceaselessly being transformed by the impact of revolutionary developments in science and technology? The question not only haunts educators concerned with vocational and technical education in the secondary schools, it has forced a reconsideration of new and enlarged educational aims with respect to general education itself.

No matter where they may live, students needing vocational education are not receiving equal educational opportunities if such education is not available

to them. Governor LeVander of Minnesota said recently that vocational-technical education has been neglected in the state while the importance of college has been overemphasized. This reflects the widely held assumption that a college education is a prerequisite to success and happiness. In an editorial in *Fortune,* November 1969, Max Ways writes, "In the U.S. the correlation between lifetime earnings and educational attainment is quite close. More significantly, the belief spreads that people with high educational achievement lead lives that are in other than material ways superior (more useful, more interesting) to those of people with low educational achievement. This is why academic and other highly educated people, though they may believe that plumbers earn more money, seldom try to persuade their sons to become plumbers—and it is why many plumbers' sons enter professions." John W. Gardner says we have created a false value framework, and college "... should not be regarded as the sole means of establishing one's human worth. It should not be seen as the unique key to happiness, self respect, and inner confidence."

The lack of adequate vocational courses in high schools is often cited as the cause of students dropping out of school before finishing. These "pushouts" or "forceouts" find college-oriented courses irrelevant to their own lives.

Most high schools in Minnesota offer at least one course in home economics (98%), business education (90%), industrial arts (83%), and agriculture (61%). The range of courses varies widely, however. A typical small school of about 200 secondary pupils offers typing, office practice, shorthand, and two years of home economics or industrial arts in the 10th, 11th, and 12th grades. A typical large school with an enrollment of 1750 offers this list over the same three grades: typing, office practice, bookkeeping, note taking and typing, recordkeeping, elementary accounting, woodworking, cabinetmaking, machine shop, vocational machine shop, technical drawing, architectural drawing, technical math, trades, occupational relations, retailing, distributive education, two years of agriculture, farm mechanics, and two years of home economics.

In an attempt to bring better vocational programs and counseling to secondary students, particularly in the sparsely populated areas of the state, the state department of education is encouraging the establishment of vocational centers. A center, supported by a group of schools, would be accessible to the whole community. It could work to improve the quality of vocational programs, encourage and evaluate innovations, and provide information on all vocations, colleges, and correspondence courses. Counselors should include unbiased, experienced businessmen.

One move toward the provisions of needed vocational training has been the development of area vocational-technical schools. There are now 31 in Minnesota, located to give maximum geographical coverage. Three were recently opened in the metropolitan area. While most students attending these schools are high school graduates, courses are open to non-graduates—if not currently enrolled in high school—with the possibility of earning a high school diploma. Course offerings among these schools vary greatly. However, students are permitted to attend any school of their choosing, not only the one in their own district. Courses are offered on the basis of market demand, not just the local market but the general job market. Agricultural training for instance, would include courses in the agribusiness areas, which could lead to such different jobs as installing and maintaining farm equipment, farm management, and sales and management positions in food processing plants and agricultural cooperatives. The trend in these schools has been to offer more and more technical courses. Since they receive considerable support from federal funds, part of which must now be spent on training for the handicapped and disadvantaged, more courses of a less complex nature will have to be provided.

A broad and admittedly general overview of the education scene, indicates that inequalities in educational opportunity do exist in all states. Some are glaring; others are more subtle. It is also clear that many educators, administrators, school directors, legislators, and concerned citizens recognize the need for remedial action. Through the gloom, signs of progress are visible. In more ways and in more situations than we realize, perhaps, innovative ideas are being put into practice. And the all-important question of how to finance education more equitably and adequately is receiving serious consideration at both the state and federal levels.

But resistance to new programs, new methods, and new educational objectives is vigorous too. Alarm over the seemingly unprecedented rebelliousness of today's youth has engendered demands for more, rather than less, rigidity in the educational system: more authoritarianism; higher academic standards for everybody without regard for individual differences; less freedom of choice; more emphasis on the three R's and little (or none) on relevant programs designed to encourage social interaction, deal with the students' emotions and personal concerns, and prepare them more adequately for life in a complex and rapidly changing world.

If equality of education opportunity is our goal, and if its achievement requires the provision of programs that meet the individual needs and interests of all children so that each child may develop fully his own potenial, whatever it may be, at the rate and in the environment in which he learns best, then flexibility rather than rigidity must surely be the watchword. Individualization of education is not an impossible

dream. It is happening in a number of schools right now. Is your state ready to move faster in that direction? Do you want it to? What further steps should the state take to promote equal educational opportunities for all children throughout the United States? Should the state department of education be strengthened to provide more leadership? If so, how? Should the state play a more active role in the area of research? What, if any, changes are needed in the training of teachers? Or in the area of financing? Which changes should be undertaken first? If you were to set down your own priorities, what should the list contain?

Many people, both educators and others, are working to improve educational opportunities. What can you do? At the state level? At the local level? At the national level? Our schools can only be as good as citizens demand and are willing to finance. Investigate, ask questions, and let your views be known. Dare to be realistically visionary for the youth of today.

A STATE DIRECTOR OF VOCATIONAL EDUCATION'S PERSPECTIVE OF TOTAL STATE PLANNING AND THE ROLE OF VOCATIONAL EDUCATION

Robert S. Seckendorf
Assistant Commissioner for Occupational Education
New York State Education Department
Albany, New York

When Darrell Ward called me some time ago to ask if I would be willing to perform the task this afternoon of talking about vocational education planning within the context of total education planning, my first inclination was to say, no. We had just completed the long and arduous task of moving the 1971 State Plan through all the procedural stumbling blocks required by our federal colleagues, I was involved deeply in the process of planning within the department, we had just completed budget preparation and hearings on state expenditures for the year beginning April 1971, I was working with a committee charged with defining the mission of the education department, and I was looking forward to a much needed vacation. Who needed another assignment on planning?

I am sure Darrell didn't realize that I wasn't paying any great attention to the details of what he was saying, because while he was talking I was looking at a little sign I have near my desk which shows Charlie Brown's little friend Linus saying, "No problem is so big or so complicated that it can't be run away from." Figuring that there was no sense running away from the problem—I agreed to discuss total planning from my vantage point.

I do not intend to indulge in euphemism this afternoon. I read recently how the late Senator Dirksen described euphemism. He used for his illustration a story of a man who had to fill in an application for an insurance policy.

One of the questions he had to answer was, "How old was your father when he died and what did he die of?" Well, his father had been hanged but he did not like to put that on his application. He puzzled over it for quite a while and finally wrote: "My father was 65 when he died. He came to his end while participating in a public function when the platform gave way."

This afternoon's presentation will be quite straight forward.

Although this paper will adequately describe my own position on planning, let me state at the outset that I am strongly committed to the process of planning, that I cannot understand how anyone can perform his responsibilities as an educational administrator without clear-cut planning, and that it is, in my view, essential that vocational education planning be conducted within the framework of a total plan for education in a state.

Planning is not new. I suppose Columbus did some planning before he crossed the ocean. He had an objective, he developed some strategies, and he probably even prepared a budget. The language of planning has changed. Today we talk about PPBS, PERT, management by objectives, forecasting, systems analysis, and cost-effectiveness. These are but some of the tools for planning. They are part of the method and process.

This afternoon I will go well beyond the basic assignment, which, as I interpret it, could have been little more than that of a commentator on the state director's role in total planning. Rather than merely talk about the niceties of cooperation with the other half, I have chosen to move into a discussion of the process of planning as well as the importance of involvement versus separatism. In addition, I will propose a system and process for vocational education planning which can be useful and effective within a larger planning system.

I shall, as well, shift away from the word "total" and use the word "comprehensive" in discussing planning for education. Comprehensive gives me the feeling of a more inclusive, over-arching consideration of direction

and consequence. It will be particularly important in dealing with a defense of integrating vocational education planning within the broader system of education planning.

In building a rationale for vocational education as a part of comprehensive planning, I will make the assumption that we all accept the basic premise that planning is essential. I realize that our commitment to planning is varied, that some view it as a chore, others as a waste of time. Most are resigned to the fact that we will need to plan, some will plan for compliance sake, and some will plan because they believe that it is our only salvation. Whatever your view, planning is here to stay—so we might just as well do it in the most effective way possible.

In order to begin, there is need to look at typical educational planning compared to comprehensive planning. To do this, we might ask ourselves some questions. If the answers are yes to the second alternatives I will list, you are moving into comprehensive planning.

1. Is the planning haphazardly incomplete with everyone "planning" or is there a separate staff with clearly identified responsibilities for coordinating planning?
2. Is the planning solution-oriented or goal-oriented?
3. Is the approach a piecemeal, patchwork arrangement or is each problem viewed within the context of the whole system?
4. Do you use "seat-of-the-pants" planning or are systematic processes applied to the planning activity?
5. Are solutions to the problem the boss's favorite program or are several alternative solutions displayed and compared in order to make decisions?
6. Is the plan concerned only with the next year or is it long-range (say, five years), containing quantified objectives?
7. Is the planning based on the need for new funds to add on programs or is there a review of present activity to determine if there can be adjustments and realignment?
8. Is planning done within a fixed budget frame or are the needs of the state with respect to program requirements the basis for planning, with financing a secondary concern?
9. Is planning a separate activity for each major program in the state or does planning start with an overall mission and objectives for the state's total educational program?

John Gardner said, "Planning is...attending to the goals we ought to be thinking about and never do, the facts we do not like to face and the questions we lack the courage to ask."

In terms of comprehensive planning, some of the questions might be (1) What do you see to be the nature of society 20-30 years from now? (2) What attributes and skills will people need to live in this society? (3) What kind of schools should be created to give people the attributes and skills to live in this society?

To a great extent, comprehensive planning must start with such questions related to the long term future of education in a state. Obviously, it is not possible with any expertise or infinite wisdom to answer these questions with specifics. It is, however, possible from such questions to establish a framework within which a program structure for comprehensive planning emanates. The program structure must begin with fundamentals, and such fundamentals include a statement of the mission of the state agency with respect to the education program in the state and a set of continuing objectives which relate to the major concern expressed in the mission statement.

The mission statement is the broadest, most comprehensive statement that can be made about central or continuing purpose. It is a description of the chief function or responsibility of an organization. It justifies continuing support of the organization by society, and it provides initial direction for the management or administration of the organization. It is the purpose of the mission statement to provide a focus for the resources of the organization. It is clearly a statement of "what," rather than the "who," "how," or "when."

As a part of the fundamental base for a comprehensive plan, the mission statement is usually supported by a set of continuing objectives. These objectives are amplifications of the mission statement and form the basis for a set of specific objectives. Continuing objectives are the kind which do not have a time frame but are essentially futuristic and remain as long as the mission of the department remains unchanged.

Specific objectives with a time frame are a direct outgrowth of the continuing objectives. It is from the specific objectives that a program structure for planning is devised. Program structure itself is the first essential in determining the way in which a comprehensive plan is developed. It is here where great caution must be exercised within an education department. Because program structure is usually built in a way which treats long-range objectives and all that follows from the point of view of groups of people to be served or the levels of education programs, it is sometimes necessary to ignore the traditional organizational structure of a department. While most education department structures are built against the stratification of levels of program (such as elementary, secondary, post-secondary or adult), it is advantageous, from a comprehensive planning point of view, to arrange the program structure on the basis of a concern for people.

When program structure, for example, starts with major program areas for the general population, the disadvantaged and the handicapped, it is quite evident that as long-range objectives, strategies, tasks, and work plans are developed to achieve overall goals for each group of people, the typical organizational structure of a department may disappear. This, in itself, is a traumatic experience for tight bureaucracies, traditional empires, and vested interests. As New York State's Commissioner of Education said in a speech to this group last year, "Mission-oriented planning. . .unsettles the familiar, disturbs bureaucratic serenity, induces tensions, creates conflicts, and results in some social cost. ...usual fixed lines of authority are broken and neat areas of responsibility are made ambiguous; some personnel cannot adjust." I alert you to this particular problem because it is conceivable that vocational education or any other major unit can become but a single strategy (a way of meeting a specific objective) within the program structure rather than being completely identifiable as a separate component.

This does not disturb me, for I believe that vocational education in a state system is in a stronger position to grow and flourish when it can be demonstrated that it is a contributing factor or force in achieving a set of comprehensive objectives for the people of a state.

Again last year, Commissioner Nyquist said, "It is my deepest belief that planning for vocational education must be done as an integral part of the total system of education and not as a separable unrelated part. There must be clear relationships between all of education and vocational education. In fact, it would seem difficult to me to see how a state could develop a long-range plan for vocational education without having a fundamental long-range plan for the total program of education in the state."

I believe that vocational educators would be in a stronger position in obtaining financial support as well as educational commitment when it can be clearly demonstrated that vocational education is part and parcel of the total system. When planning for vocational education fits within the program structure of a comprehensive plan and becomes a clear component in the system designed to serve all people, we are in a stronger position to obtain the kind of support necessary for vocational education.

If the comprehensive plan is directed toward people and their needs and requirements and is developed with true honesty and integrity, it becomes obvious that preparation for work and employment is a long term benefit for people. When priorities are developed in a manner which is directed at people, there is a significant portion of the population which will require preparation for work. When alternative solutions are proposed to meet the needs of special groups of people, again vocational education can come to the forefront.

If comprehensive planning works as it should within a state, decision-makers are faced with a review of alternative solutions to achieving long term objectives. Within the system of comprehensive planning, these decisions cannot be made on a subjective, biased basis, but rather on the facts of the case. When financial resources are limited and hard choice must be made among strategies to meet needs of people, the strong case for vocational education receiving its equitable share of financial resources becomes more certain.

Comprehensive state planning has many advantages, each of which has a benefit for vocational education planning when it is conducted within the context of total planning. Some of these include:

1. An identification and analysis of the current status of the population, its characteristics and other factors which are needed as a base for planning. Vocational education can benefit from such a complete analysis in that it is possible to identify the total extent of need for vocational education programs based on total population characteristics, taking into account that portion of the population handled by other program areas. A clearer identification of gaps in the system of education become apparent when they are viewed from this vantage point.
2. Comprehensive planning identifies common goals and objectives for all. In basing vocational planning on these kinds of common goals and objectives, vocational education is placed within a stronger perspective and becomes clearly identified as a means of meeting objectives directed at specific groups of people.
3. Comprehensive planning tends to eliminate overlapping and duplication of programs conceivably operated in separate empires. It brings to the surface unprofitable programs which may not be making significant contributions toward meeting long-range objectives. From the point of view of vocational education planning, the review and analysis process which sorts out specific program plans assures that a centrality for the administration of vocational education is effected.
4. Because comprehensive planning identifies alternate routes to achieve specific outcomes, there is greater possibility for plugging the program of vocational education into the set of alternatives for dealing with groups of people, thereby establishing stronger justifications for the continuation and expansion of preparation for work.

Before someone gets the idea that comprehensive planning and long-range planning for vocational education consist solely of collecting data and establishing objectives, permit me to remind you that comprehensive planning, whether it be across the board in a depart-

ment or specifically within vocational education, has as an important component, the budgeting process.

Program budgeting is where the chips are laid on the line. This is where hard decisions are made in selecting strategies from a set of alternatives. This is where decisions concerning the extent to which objectives can be met within a particular time frame come home to roost. Although dollars are secondary in terms of identifying or assessing need and preparing a plan to meet the needs of people within a state, they become eminently important in that portion of the planning process where budget determinations must be made.

When costs are initially applied to program plans, the process is based on meeting objectives in the most optimal manner. As frequently happens, however, funds needed are far in excess of funds available to implement plans. Effective program budgeting gives decision-makers hard choices to make.

It requires the decision-maker to decide first among major program proposals (establishing priorities) and decide whether a whole program will go by the boards in favor of something with a much higher priority. It permits the decision-maker to study a display of alternative lengths of time to achieve a particular objective. For example, if the optimum strategy for achieving a particular program objective costs $500,000 and the decision-maker concludes that $300,000 is all that can be applied to that program area in a particular budget year, he must have full knowledge of the consequences, he must be told the extent to which the program objective must be reduced in quantity or in quality in order to stay within the available dollars identified.

Program costs, incidentally, must be built on all cost factors, including such things as agency staff costs as well as maintenance and operation costs related to implementing the program.

I should mention at this point one more aspect of comprehensive planning which if left out makes the plan just a stack of paper. This aspect concerns monitoring, evaluating, and reporting. It is here where accountability takes on great significance.

Accountability in this framework means taking full responsibility for what is in the comprehensive plan, to publicly explain what has happened based on programs proposed, to identify weaknesses as well as strengths, to propose adjustments to overcome lack of achievement, and to assure wider implementation of successes.

To be accountable means that you are willing to answer publicly two basic questions: Have the funds allotted been spent for the purposes delineated in the plan? and What was accomplished because of the expenditures made?

In my view, monitoring is an internal process which a program manager performs in order to assess continuous progress toward meeting objectives to which he is committed. It means, of course, taking personal responsibility for direction and decision-making. It is to an extent "self-protection." It is the manager's tool used to review where he has been, what he is doing, and what must still be done to meet specified objectives.

To some degree, evaluation is similar to monitoring, except that it is performed at specified intervals (as compared to continuous monitoring). The intervals are much related to the planning and budgeting process. Evaluation serves as a check or assessment of accomplishment in order to make decisions regarding expansion, contraction, or elimination of programs; adjustment in pace toward meeting objectives and future resource allocations for programs in the plan.

One comment needs to be made with respect to the form of evaluation as a part of comprehensive planning as compared to program analysis and review. Evaluation of achievements in comprehensive planning does not require standard and exact research techniques. It is more a hard-nosed process of asking "did you or didn't you and if not, why not?" It is management-oriented review rather than scientific study of the effects of program activity.

If accountability is taken seriously, then reporting takes on a new and important role. It is the way in which the several constituencies learn about accomplishments and further needs. It is the public statement of an agency's stewardship of program funds. It should contain such items as the characteristics of the population served, a follow-up of completors of programs, the extent to which goals have been met and a display of what must still be accomplished.

However, one caution should be observed. Reporting must be purposeful in relation to the objectives and program activities in the comprehensive plan. It cannot be a set of disjointed statistics of questionable value to some other agency or level of bureaucracy. Reporting must be consistent with the program structure of the plan itself.

With the hope that I have developed sufficiently a rationale and justification for the inclusion of vocational education in comprehensive state education planning, I would like to shift to a discussion of a model for long-range planning in vocational education. I cannot take credit for the design. It was developed by an extremely creative and competent planning staff (a unit I will describe in more detail later) based on three significant factors.

The first deals with state agency planning wherein the PPBS system is part and parcel of each agency's annual budget cycle. Responsibility for the vocational education portion of the program structure is vested in the planning division. The program structure contains a matrix built on groups of people and levels of program.

The second factor relates to the incompatibility of the federal format for a state plan with the state's program structure. In order to deal with preparation of the department's program plan and the state plan for vocational education in a coordinated way (particularly since the time frame for completion of both overlap), it is essential that they be compatible. A consistent pattern permits preparation of both plans simultaneously and also allows for a close relationship between them.

The third factor relates to the present incompatibility between what is known as Part II and Part III in the federal guidelines. Under the present format it is entirely possible to write a long-range plan which looks at first glance like a carefully developed program with meaningful objectives and indication of significant progress through the five-year cycle. At the same time, it is possible to prepare the annual plan to permit expenditures for the development and maintenance of traditional programs and to satisfy vested interests. The federal design does not permit a clear display of internal consistency between long-range plans and annual program plans.

While this was the essential rationale for designing a new format, the most basic reason relates to the fact that the present state plan outline mixes apples and oranges. More specifically, it mixes groups of people and levels of programs on the same program structure line. This occurs because the design was based not on program planning concepts but on the way the law was written with respect to the several purposes in Part B. In addition, the federal design places on the same program structure line, along with groups of people and levels of program, items which are more properly classified as activities. Examples are guidance and counseling, construction, research, homemaking and cooperative education.

I'd better explain what I mean. I said earlier that a comprehensive plan requires a program structure which uses groups of people or program levels as a base for identifying major purposes. This would mean that major purposes (or program areas) could be population groups such as general, disadvantaged, or handicapped, or they could be program levels such as elementary, secondary, post-secondary, and adult. If groups of people are chosen as major purposes then the levels of program become a set of sub-purposes under each major purpose.

If we follow the federal pattern the major purpose line would contain four program levels, two population groups and eight activities. If I have you totally confused, don't worry because I will distribute copies of the design at the close of this speech.

Visualize, if you will, a matrix or grid with four vertical columns, each representing a program level, and three horizontal bands, each representing a population group. The cells thus formed provide the structure for the program plan (both long-range and annual combined).

For each cell in the matrix a spread is designed on which are displayed the area of need (priority, if you will), quantified objectives for the five-year period, and outcomes expected for each objective. In each case the quantification is described for the current year, the budget year, and the fifth year. Activities (or more accurately, the alternate strategies selected) for achieving each objective are next listed with a cost applied. The cost figure relates to the funds which will be required in order to implement the specific activity. The last column of the spread sheet describes the benefit to be achieved if the activity is carried out. In this design, the first three sections of the spread sheet (area of need, objectives, and outcomes) constitute the long-range plan. The last three columns (activities, costs, and benefits) constitute the annual program plan and budget. Rather than take the time now to present an example of the way the program plan is displayed, I have available for distribution later several examples of the spread sheets.

I should mention that preceding the long-range plan and annual program plan and budget is a major section which describes an assessment of economic conditions, manpower requirements, and population data, as well as information with respect to the current status of the vocational program in the state.

As important to understanding the model itself, is the way in which it is built, the sequence of events required to complete it, and the staffing and involvement of persons concerned with the plan. When monitoring, evaluating, and reporting are added into the planning cycle (and they are essential, for reassessment and adjustment must be based on these matters) planning becomes a year-round job. Let me try to sequence the planning cycle:

- September and October—update and revise base data, conduct economic and manpower studies.
- November and December—assess areas of need and priorities. There must be involvement of all department staff concerned with vocational education as well as a checkpoint with the Advisory Council on Vocational Education.
- January and February—update the long-range plan, based on assessment of needs.
- March—prepare annual program plan and budget. There needs to be a checkpoint here with the program development staff and the Advisory Council.
- April—conduct review of the total plan with concerned staff in the department as well as with external groups. Conduct a required public hearing. The draft plan should be reviewed with the Advisory Council and the State Board.

- May--complete the plan in final form. Two checkpoints should be observed: one with the Advisory Council, the second requires approval by the State Board.
- June--begin assessment of the previous year.
- July--prepare the annual report and data for the Advisory Council evaluation.
- August--assign tasks to specific operating units and build work plans for the accomplishment of activities.

I would hope that the description of the year-round planning cycle demonstrates the need for state agencies to review present staffing arrangements and where necessary consider a reorganization or additions to the staff. It is my judgment, and our experience, that a full-time planning staff is a necessity if vocational education planning is to be done effectively and if we are to achieve a coordination with comprehensive planning for an entire state agency.

It must be remembered as well that a planning staff cannot plan in isolation. There must be complete involvement of all persons who have a concern for implementing plans that have been developed. This means that program developers and subject specialists as well as persons in related areas, such as curriculum development, facilities planning, higher education, guidance, and research, must be brought into the review and development stages of planning. All of this can be coordinated by a small permanent staff specifically identified for planning.

In the model described, the staffing pattern is a simple one. It consists at present of only six professionals, including a lead planner/manager (in this case, a division director) whose rank is equal to that of the highest ranking administrative officers directly responsible to the state director of vocational education, an educational planner whose concern is program structure and objectives, a planning assistant who is responsible for coordinating development of information regarding assessment of need, forecasting economic and manpower conditions, and estimating costs of activities and preparing reports. The planning assistant is supported in these activities by three planners whose functions relate to the specific categories of planning activity just described. This small staff also provides planning services for line divisions and operating units.

I am compelled to express a belief regarding qualifications of planning staff for vocational education. While the manager and educational planner should have experience in and an understanding of vocational education, it is more important that they have expertise in the planning process and sufficient experience dealing with outside constituencies, such as our academic brethren in the state agency, local school officials, and resource people in other state agencies. Other staff need not be vocational educators. In fact, it could be advantageous if they were not. Supporting staff with expertise in political science, economics, data handling and writing are far more useful. They should be young, bright, creative, and flexible.

It should be obvious that a group such as that described cannot do more than provide central coordination of the planning effort. To some extent it is a service organization to operating units, providing information as well as analysis and assessment of program activity.

One digression emerges at this point. It relates to staff organization for vocational education in a state agency. If any of you are contemplating a reorganization of staffing along the lines of the Office of Education's Division of Vocational Education—my humble advice is "Think about it."

The functions of a state agency differ significantly from those of the federal office. This is particularly true with respect to subject specialists in the several vocational fields. State agencies have a responsibility for program development in local educational agencies. This requires consultant assistance in subject matter and instruction as well as organization and operation. This responsibility still requires the competency of specialists with depth of experience in each of the major occupational fields. I, for one, would be lost if I didn't have agriculture, home economics, health, business, distribution, trade and technical education subject specialists available on a full-time basis.

Let me return to the specifics of planning for vocational education. No discourse of this kind would be complete without reporting on procedures for implementing a plan.

I said earlier that planning cannot be done in isolation, that it must involve the operating units and program developers. It is a well-known axiom that a plan developed by one group will not be reasonably implemented by another group. Involvement in the process of planning by all concerned parties is essential. The planning staff is responsible for seeing that a plan is developed and periodically assisting with assessment of accomplishments.

Planning staff, too, should not have responsibilities which overlap those of program developers and operating units. In other words, it should not have operating functions assigned to it. It is, in the strictest sense, an internal unit with a staff function, as opposed to a line responsibility. Clarification of functions eliminates the possibility of civil war between major divisions.

The mere completion of the basic plan is not the end of the road. It is in the implementation of accepted objectives wherein the payoff lies.

To do this requires as much planning as the basic plan itself. Specific activities identified in the annual program plan and budget must be translated into tasks,

each of which is assigned to an operating unit. Overall responsibility for action must be vested in a program manager. Task managers, under the supervision of the program manager, must be assigned. The task manager has a basic responsibility to work with local agencies as well as operating unit personnel in assuring completion of activities delineated in the program budget. A task manager is essentially a coordinator, particularly when the activity for which he is responsible cuts across operating unit lines—such as a special program for the disadvantaged or handicapped.

Parenthetically, I don't believe in having full-time staff for such matters as "special needs" or "cooperative education" or "exemplary programs." They are excess baggage in the process of carrying out a program plan within the system I am describing. They tend to build separate empires instead of assisting with comprehensive program development. I prefer to leave such specialization to the federal level where, conceivably, it might be more appropriate.

Task managers and operating units are responsible for preparing work plans for each activity to be carried out. This process is essential if objectives are to be met and funds are to be expended for the purposes for which they were allotted.

Work plans specify the action to be taken, the staff required, what each person will do, how long it will take, and what it will cost in staff time, travel and other maintenance costs. Actual costs can be determined to carry out each activity. Internal administrative budgets are built and justified on the basis of unit work plans.

"Seat-of-the-pants" implementation of a comprehensive plan is eliminated with this process. Eliminated, too, is the usual tendency to over-inflate an operating unit budget to protect it from arbitrary cuts at a higher level.

Planning in regions and local areas are part of the total process of comprehensive planning, whether it be for all of education or vocational education. Time constraints prevent a complete and lengthy discussion of this aspect. I want at this time to merely indicate that there is a reciprocal nature to the process of state, regional, and local planning. Influence is two way—with each creating an impact on the direction of the other.

There is one last matter to talk about. Up to now, this paper has dwelled on comprehensive planning within a state agency and some of the specifics with respect to vocational education planning.

I call to your attention that regardless of structure for vocational education within a state (that is, within a state education agency or separate vocational board) each of us is part of a larger enterprise. It is this enterprise—state government as a whole—which has significant impact on our destiny.

Ultimate responsibility for budgets and appropriation of funds rests with governors and legislatures. The competition for funds is intense, the trade offs frequent.

It is particularly prudent, therefore, that close cooperation and coordination be effected with those state agencies that have a bearing on the program plans for education—and most particularly vocational education. It is most important that inputs from the departments of Commerce, Social Services, and Labor be utilized in the development of comprehensive plans.

In a state where all agencies participate in comprehensive planning—where program budgeting is a way of life—all the expertise that can be mustered is essential in order that education plans not be subordinated in the schedule of priorities.

All the necessary techniques—effectiveness measures, costs-benefit studies, evaluation, assessment reports—must be used to create a climate of urgency in the total plans of state government in order for the education program to compete in a sometimes unfriendly world.

I have taken liberties with the parameters of my assignment this afternoon. I find that opportunities to present a viewpoint with respect to a process for vocational education planning are few and far between, that one's concerns must be aired and position must be clarified.

Someone said some time ago, "An imperfect past does not excuse an imperfect present, but a knowledge of past realities and past mistakes is critical if we are to avoid the same mistakes twice."

It is my hope that there is developed within the period ahead a better climate of cooperative effort between the states and the federal level, that greater flexibility and freedom are given to the states (for we are in the hot seat, we are the ones who are directly accountable for results with people), that our efforts are supported with enthusiasm, that true assistance is given when we need it, that the process of groveling in the quagmire of minutia and detail is terminated, that we are viewed as mature, knowledgeable, and responsible people with some expertise of our own, that a global review of our state plans is conducted with a view toward praise and encouragement, and that for all time microscopic inspection of the "ants" is eliminated.

Machiavelli, in the 15th century, said, "There is nothing more difficult of success, nor more dangerous to handle, than to initiate a new order of things."

Nothing good comes easily, but with time, encouragement, help, and understanding, true and effective results will be evident.

Let me close with a delightful fable which I consider most appropriate to the occasion. It is found in the preface to Robert Mager's book, *Preparing Instructional Objectives.*

Once upon a time a Sea Horse gathered up his seven

pieces of eight and cantered out to find his fortune. Before he had traveled very far he met an Eel, who said,

"Psst. Hey, bud. Where 'ya goin'?"

"I'm going out to find my fortune," replied the Sea Horse, proudly.

"You're in luck," said the Eel. "For four pieces of eight you can have this speedy flipper, and then you'll be able to get there a lot faster."

"Gee, that's swell," said the Sea Horse, and paid the money and put on the flipper and slithered off at twice the speed. Soon he came upon a Sponge, who said,

"Psst. Hey, bud. Where 'ya goin'?"

"I'm going out to find my fortune," replied the Sea Horse.

"You're in luck," said the Sponge. "For a small fee I will let you have this jet-propelled scooter so that you will be able to travel a lot faster."

So the Sea Horse bought the scooter with his remaining money and went zooming through the sea five times as fast. Soon he came upon a Shark, who said,

"Psst. Hey, bud. Where 'ya going'?"

"I'm going out to find my fortune," replied the Sea Horse.

"You're in luck. If you'll take this short cut," said the Shark, pointing to his open mouth, "you'll save yourself a lot of time."

"Gee, thinks," said the Sea Horse, and zoomed off into the interior of the Shark, there to be devoured.

The moral of this fable is that if you're not sure where you're going, you're liable to end up someplace else—and not even know it.

COORDINATED STATE PLANNING IN MINNESOTA: BACKGROUND PAPER FOR A SYMPOSIUM

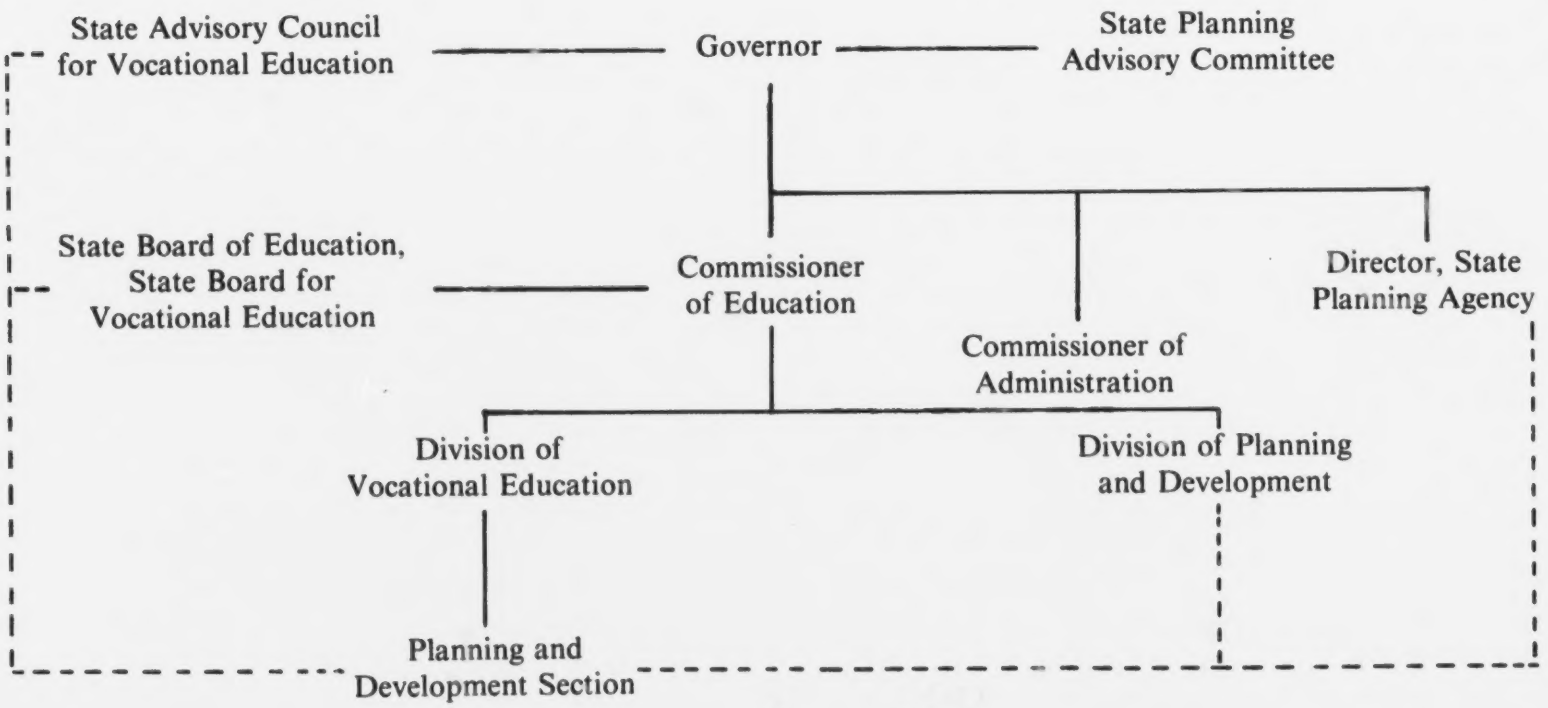
Joseph F. Malinski
Program Development Section
Vocational-Technical Education
Minnesota Department of Education
St. Paul, Minnesota

This background paper is intended to provide information to supplement the discussion and to describe the present and past activities in the development of a planning capability in Minnesota and should not be considered in any way except as a status report of the current state of the art in one state.

The chart below shows the relationships between the three planning units involved. The solid lines represent the administrative line relationships. The broken lines between the State Planning Agency, the Division of Planning and Development, and the Planning and Development Section in the Division of Vocational-Technical Education show the staff interrelationships between those units.

Statewide coordinated planning is a noble goal. However, in the present state of development much confusion exists as to the role and function of planning units, as well as the function of planning itself.

However, it (planning) should be accepted as a separate profession with distinctive professional requirements and standards, emerging from all the aspects of the planning process, including its interplay with other administrative functions. Administrative practitioners on the one hand, and research workers on the other, have their traditional roles, involving the use of restricted and simplified thinking models. Planners cannot use submodels which often have a very low degree of autonomy. Their profes-


State Advisory Council for Vocational Education
Governor
State Planning Advisory Committee
State Board of Education, State Board for Vocational Education
Commissioner of Education
Director, State Planning Agency
Commissioner of Administration
Division of Vocational Education
Division of Planning and Development
Planning and Development Section

sional skill relates to operations with extensive models, with many degrees of freedom, and often inconclusive evidence as to the empirical values of the coefficients linking various factors together. For such operations, previous experience in research or in executive administration may be more misleading than helpful.[1]

The acceptance of planning as a profession is in the process of occurring. However, the practices of providing financial support to object categories without considering alternative uses or the assignment of present program activity to new categorical descriptions tend to slow the development of coordinated planning activities.

The organization and administration of education in Minnesota traditionally has had a high degree of autonomy in relation to the executive branch of state government. Local school districts receive powers directly from the legislature. The State Board of Education (the State Board for Vocational Education), the members of which are appointed for six-year terms by the governor and confirmed by the state senate, has the power to establish rules and regulations which have the force and effect of law. The State Board also appoints the Commissioner of Education; until the Executive Reorganization Act of 1969 this appointment was for six years. Currently the appointment of the Commissioner of Education is for four years but does not coincide with the term of the governor.

THE FRAMEWORK FOR PLANNING IN MINNESOTA

Regional Structure

In November 1967, by executive order of the governor, Minnesota created pilot planning areas and economic regions as an experimental step to providing a common framework for all statewide planning and program activity. An executive order in April, 1969, established this regional structure as a uniform geographic framework for (1) the collection and classification of data for state, local, and regional planning; (2) the coordination of state, regional, and local planning activities; (3) the coordination of federally sponsored or operated programs; (4) the coordination and unification of local resources for resolving local problems and exploiting opportunities; and (5) the organization of local government for intergovernmental cooperation and planning.

THE DIVISION OF PLANNING AND DEVELOPMENT

The evolution of the planning activities within the Minnesota Department of Education into the Division of Planning and Development was accelerated by the passage of the Elementary-Secondary Education Act.

A summary of Title V ESEA activities as of June 30, 1967, contains the following statements:

> Perceiving its role partially as that of a "change-agent," the Title V planning staff has attempted to operate a planning unit as well as performing necessary operative functions...
>
> During the course of fiscal 1967 the planning and administrative staff has personally conducted studies relating to teacher certification, administration office arrangements, file storage-retrieval, professional development programs, roles of state departments of education, and other diverse topics. In addition it has been responsible for the organization of a Department of Education Review (May 2-4, 1967), a Department Management Seminar (June 6-8, 14-15, 1967) and operation of the Professional Development Program...
>
> Attention was also given to information processes through several projects including a contract with Applications Research in Electronic Systems "to perform a comprehensive study of the department's techniques of information secural, recording, retention, and dissemination"; the establishment of a data processing section during fiscal 1967 to coordinate "the efforts of the ARIES study, as well as extending upon specific program design within the general format proposed by that study"; and the expansion of publication activities by addition of a graphics art consultant.

Recommendations of committees working with the planning staff were as follows:

> Committee A—A planning and development staff, directly responsible to the commissioner, should be established.
>
> Committee B—It is hoped that the information systems section will continue to seek the intense involvement of department, local district, and U.S. Office of Education personnel as its activities become increasingly operational.
>
> Committee C—Increasingly, local, state and federal educational units are placing greater reliance upon efficient data processing techniques. We are at a crucial phase in the development of these services in the State Department of Education.
>
> Committee D—The department has provided for wide involvement in the formulation of educational policy for the state. This involvement should continue with constant efforts to provide increased integration of the effort and the availability of essential planning, evaluation, and research services for the validation of such policies.
>
> Committee E—... it is of utmost importance that the state agency exert great effort in directing, planning, and coordinating the educational programs in the elementary and secondary schools of our state.

[1] Eide Kjell, *The Planning Process* (Oslo, Norway: Ministry of Education).

Committee F—Consideration should be given to the development of a program, planning, budget system (PPBS) to provide a more sophisticated analysis of educational expenditures.

Committee G—A primary need is the development of a state long-range plan encompassing all phases of elementary and secondary education. This plan should provide for adequate coordination with higher education in the state.

The three major projects of the Title V Office during fiscal year 1968 were:

1. Development of Correlated Recommendations. The resultant document represented a compilation of recommendations found in previous examinations of the Department of Education, such as the Schleh Report, Public Examiner's Report, and legislative reports. It directly related to the Departmental Review recommendations formulated in early May 1968 at a three-day, Title V-sponsored conference in Saint Paul.
2. Advisory Committee Report. At the suggestion of the State Board of Education the Title V staff carried out and completed the study. The report was accepted and approved by the State Board at the March 1968 meeting of the Board.
3. Criteria Recommendations. At the request of the State Board of Education, a Department of Education effort to develop criteria relative to educational program, professional personnel, pupil personnel services, attendance units, administrative units and school finance was completed by March 24, coordination of the departmental production plan.

Although Title V continued to exist as an independent funding vehicle, the State Board of Education authorized the creation of an Office of Planning and Development on May 8, 1968, to more fully coordinate planning efforts fostered by Title V and the somewhat similar planning demanded for State Administration of Title III, ESEA.

All Minnesota state departments are required to recognize boundaries, to utilize the regions for all planning purposes, and to work toward conformance with the regions for administrative purposes. In a memorandum to all state departments dated August 6, 1970, the governor restated his commitment to the regional planning structure:

> Attached is a copy of Executive Order No. 60. This is the culmination of the process of regional delineation begun in 1966, including my earlier Executive Orders 9 and 37.
>
> Although I have provided for flexibility in that counties may ask for a change in assignment or the creation of a new region, it is my intent that these regions be used for:
>
> 1. All federal multi-country planning and development programs;
> 2. The creation of Regional Development Commissions as provided for in Ch. 1122, Laws 1969;
> 3. Planning and administration of state programs.
>
> On this last point, I am reaffirming the charge originally given to state departments and agencies in Executive Order 37, the State Planning Agency will be convening a meeting of all state departments and agencies concerned with regionalization. Please assign the responsibility for this matter to a responsible person in your department and ask him to be prepared to represent the department in the forthcoming meeting.

THE ORGANIZATIONAL FRAMEWORK FOR PLANNING IN MINNESOTA

The State Planning Agency

Statutory Authority and Responsibilities

The passage of legislation (Laws 1965, c.685, as amended by Laws 1967, c.898) creating a State Planning Agency, represents the first major effort on the part of the State of Minnesota to initiate a statewide planning program. The introductory statement of the statute states that:

> In order that the state benefit from an integrated program for the development and effective employment of its resources, and in order to promote the health, safety, and general welfare of its citizens, it is in the public interest, that a planning agency be created in the executive branch of state government to engage in a program of comprehensive statewide planning. The agency will act as a directing, advisory, consulting, and coordinating agency to harmonize activities at all levels of government, to render planning assistance to all governmental units, and to stimulate public interest and participation in the development of the state.

The State Planning Agency is directed to:

> Prepare comprehensive, long-range recommendations for the orderly and coordinated growth of the state, including detailed recommendations for long-range plans of operating state departments and agencies.

The agency acts as a coordinating agency for planning activities of all state departments and agencies and local levels of government. Local units of government and state agencies are encouraged and assisted in developing planning programs. The State Planning Agency is authorized to advise and assist the Minnesota Municipal Commission in deliberations relative to annexation, incorporation, and detachment proceedings.

The State Planning Agency has limited staff complement and relies heavily upon consultants for basic

research and development of detailed technical studies. The University of Minnesota provides valuable research assistance to the agency in many areas, including geographic projections and detailed studies of the population, economy and land use of the state.

The statute also authorized the creation of an Office of Local and Urban Affairs within the State Planning Agency. This office has the primary responsibility for providing technical advice and assistance to local government and stimulating intergovernmental cooperation. A basic responsibility of the agency and its Office of Local and Urban Affairs is to inform local government units about federal and state programs of value to them in meeting and resolving social, economic, and physical problems of the community.

The State Planning Agency receives policy guidance from the State Planning Advisory Committee, consisting of three members each of the Minnesota Senate and House of Representatives and eleven members appointed by the governor. Upon request of the State Planning Officer, the various state agencies and departments are required to cooperate in executing provisions of the statute.

The State Planning Agency provides staff assistance to the Capitol Area Architectural and Planning Commission. The primary responsibility of this commission is to prepare, prescribe and amend a comprehensive plan for the capitol area.

The State Planning Agency, the Department of Administration, and the Governor's Office act as a management team to focus on and develop long-range goals and objectives for the State of Minnesota. This cooperative effort is designed to provide the governor and legislature with background information necessary to develop policies relative to state programming, intergovernmental relations, and the expenditure of state funds.

The State Planning Agency, during the 1967-69 biennium, has formulated a set of principles and guidelines for achieving the purpose and intent of the statute. These principles are set forth in Part II. Major effort was directed to developing cooperation and support within state agencies, the federal government, local government, and the private sector in planning for the development of the state. The new work program and organizational structure developed for the 1969-71 biennium is designed to further this cooperative effort, to guide the research, study and analysis of state problems, and develop a continuing planning system for development of the state.

State Planning Agency Principles

As a general guide to the development of the state planning program, the following principles have been adopted by the State Planning Agency:

1. The ever changing demands of society require the development of a continuing system of long-range statewide planning rather than the production of a static state plan.
2. State planning must relate to current as well as future issues and must be closely tied to the management, budgetary, and legislative processes of state government. The State Planning Agency must develop information and policy recommendations for the governor and the legislature. However, this is not a substitute for the policy development responsibilities of state departments. The State Planning Agency must work through state departments as much as possible, assisting and guiding their planning efforts, intervening only when interdepartmental coordination is necessary.
3. The State Planning Agency will act as the base for interdepartmental planning when the scope of individual departmental responsibilities is not broad enough to accomplish needed functional planning.
4. The State Planning Agency must provide the basic framework of data, projections, and assumptions regarding the nature and direction of state development. This framework must be relevant to determining the future need for services provided by state government, other public agencies, and private organizations in the state.

The three major projects of the Office of Planning and Development during Fiscal Year 1969 were:

1. Minnesota Educational Service Areas. Educators recognize that the provision of some educational services is beyond the resources of even the most adequately organized school districts. To ameliorate the critical needs which exist in all regions of the state, school districts are increasingly participating in services provided through educational research and development councils (ERDC), through cooperative alliances of several districts, and through areawide educational service units. Examples of such organizational structures are the six existing ERDC's, the 19 funded Title III projects which are multi-district in nature, and the many existing state cooperatives in the area of special education.

   While these units have demonstrated the ability to temporarily satisfy a specific need, serious shortcomings do exist. Primary among these are the lack of cooperative effort among the many organizations, an inability to find a secure, recognized position within the state's educational framework, and a failure to obtain an adequate and consistent source of financial support.

   The Department of Education is aware of the proliferation of these cooperative units through-

out the state. In the Fall of 1968, the Division of Planning and Development began a study aimed at a possible establishment of a state system of service agencies. Staff members from DPD visited other states which have working middle-echelon educational units. Literature was reviewed to glean the current thinking of nationally known educators relative to these organizations. A committee of Department of Education personnel was formed to lend additional insight to the study.

A series of meetings was conducted with personnel within the several divisions to acquaint them with the study and to gain input. The State Planning Agency was contacted concerning the governor's executive orders, recent state legislation, and regional activities.

In March, basic data relative to the intermediate unit rationale, progress in other states, and cooperatives in Minnesota were presented to the State Board of Education. This was followed in April by a report which proposed the creation of 11 Minnesota Educational Service Areas (MESA) in the state. This report made a series of 13 recommendations which involved governance, program, and finance for these MESA units. The report further suggested a series of techniques which might be employed in the implementation of this cooperative service unit system.

The State Board of Education expressed interest in the MESA concept and authorized a series of regional meetings for the purpose of disseminating information and collecting input from persons throughout the state. Further study into the major areas of concern to formation of MESA units was also approved.

Staff members of DPD have participated in a number of activities which relate to MESA units. Several meetings have been conducted with the Special Education Section to coordinate regional developments. Vocational education on a regional basis has been discussed. DPD has participated in a study and a workshop relative to computer usage on a broad regional base. Meetings have been held with ERDC units and representative groups of superintendents. The State Planning Agency has been contacted relative to a cooperative approach to regionalism.

Present plans call for a first series of regional meetings to be conducted in September and October. Educational needs of the separate areas will be assessed through a comprehensive study and with the assistance of a contracted agency. Meetings will continue to be held within the department to further the study of a regional approach to the provision of cooperative educational services.

2. Planning Programming and Budgeting Systems. The Division of Planning and Development continued to have involvement with the Planning Programming and Budgeting Systems (PPBS) during fiscal year 1969. Increasing complexity of state undertakings, rising demand for services, and a search for new revenues has created a need for a systematic portrayal of what state government is doing, why it is being done, and for whom. The PPBS concept is designed to answer these pertinent questions and to translate them into budgetary needs. In part, Title V funds were utilized to support DPD staff members in a continuing coordinated effort to work toward the PPBS approach.

   The DPD was assigned responsibility for completing an inventory document for the Department of Education. From this inventory was assembled a chart of programs, sub-programs, activities, and sub-activities which described the department organization and function. Goals, purposes, and quantifiable objectives were drafted to supplement the chart and to convert it to PPBS terms. Many members of the department were contacted and consulted in the completion of this task.

   In January 1969, a *State Program and Operations Manual* was published jointly by the Minnesota State Planning Agency and the Minnesota Department of Administration. This manual represents Phase I of an attempt to develop program structures and to state explicit goals emphasizing underlying purposes and ends rather than means. The basic assumptions in compiling the manual center on the concept that a systematic analysis of state efforts, combined with careful definition of program ends, could contribute to legislative and executive decision-making.

   The operations manual was designed with three specific purposes in mind: (a) to develop explicit and understandable statements of the ends toward which state agency efforts are directed; (b) to provide a uniform framework for comparison and analysis of state programs; and (c) to establish a basis for possible future development of program budgeting and of management and fiscal information systems. Production of the manual is only a first step. Considerable research, analysis, definition of objectives, relationship between programs, and evaluation must supplement the original document.

   The Department of Education has been actively involved in this preliminary PPBS activity. Recently, the department was selected by the

State Planning Agency to be one of the 10 state governmental units to participate in a pilot program budgeting project. As a part of this project, a program budget will be prepared by the department for the 1971-73 biennium. The Division of Planning and Development will serve as the coordinator of the project while working closely with a coordinating committee within the department and with the State Planning Agency.

3. School District Reorganization. *Education 1967* represented a comprehensive effort to survey the status of education in Minnesota. Included among the many facets of education which were reviewed was an analysis of the status of school district reorganization in the state. Based upon information brought out in the study, consolidation of school districts was recommended. The study suggested that the establishment of sound school districts and the formation of attendance centers of sufficient size to promote educational efficiency are of the highest priority. To attain this goal, the study recommended the criterion of 10,000-student enrollment (grades 1-12) be adopted for the establishment of sound school district organization.

The State Board of Education responded to *Education 1967* by publishing *Criteria Recommendations*. This response concurred with much of the data and recommendations presented in the larger study. It did, however, suggest that a school district enrollment of 3,000 students (grades 1-12) is necessary to consistently assure that students will have the access which they deserve to minimally sufficient curricular offerings, pupil personnel services, and professional instructional staff.

These two historic documents did not attempt to delineate the geographic boundaries which would be necessary for attainment of either the 10,000-or the 3,000-student school districts. Without such a purview, no guide was available upon which to base future efforts and decisions relative to school district consolidation. The Division of Planning and Development undertook this task in an effort to elaborate upon the basis for planning.

The staff of DPD produced a series of background materials during the fall of 1968 which is relevant to the consolidation of school districts. These materials included (a) a review of statements and opinions concerning the quality goals for education, (b) a survey of studies which have correlated student achievement with school size, (c) a summary of the criteria which must prevail in considering suggested school district size, and (d) a compilation of expert opinion relative to minimum and optimum school district size.

To better understand the factors which directly influence school district reorganization in this state, selected demographic data were assembled. Included was information in the following areas for the state and for each of the 11 economic regions: (a) population trends, (b) division between urban and rural populations, (c) average annual rates of population growth or decline, (d) annual live births, (e) annual school census by age groups, (f) annual school enrollments, (g) labor profiles, and (h) agricultural development data.

School programs currently offered in Minnesota school districts were examined and compared. Course offerings were counted to reflect the substantial difference in available educational opportunity.

On the basis of the assembled data, Division of Planning and Development staff members consulted with other personnel within the Department of Education. From these series of meetings evolved a pattern for a structure of more efficient school districts in the state. As a climax of these activities, two series of consolidated school districts were proposed—one based upon a criterion of 3,000 students per district and one upon 10,000 students per district.

A Department of Education seminar was conducted for 38 Department of Education staff members in January to familiarize them with the proposed consolidation plan. A procedure was outlined which could be followed in acquainting citizens throughout the state with the proposal and could assist in obtaining further informational input.

The entire proposal was presented to the State Board of Education at an informal meeting in January 1969. The State Board expressed some reservations concerning the plan and the proposed series of regional meetings. No formal stand was taken by the State Board at this meeting.

FISCAL YEAR 1970

The Office of Planning and Development (OPD) was created by action of the State Board of Education in May 1968. The unit was assigned several broad educational responsibilities which involve close working associations with components of each of the major divisions within the department. In July 1969, this unit was designated as the Division of Planning and Development (DPD). The major activities of the division were:

1. Planning (Title V ESEA),

2. Innovative Educational Enterprises (Title III ESEA),

3. Planning and Evaluation (Title IV ESEA, Sec. 402),

4. Equal Educational Opportunities (Title IV Civil Rights).

Educational planning activities which occurred within the division during 1969-70 were fairly numerous. Involvement continued with the Minnesota Educational Service Area (MESA) activity in that staff expanded upon and refined the original report, conducted a series of public meetings, and assembled a 66-person task force to present a citizen reaction to the proposal. Such a response is expected in September of this year.

Another planning activity in which division involvement has been intense is that involving installation of a Planning Programming Budgeting System in the department.

During fiscal year 1970 division personnel participated in inter-divisional consortia for purposes of planning in the areas of educational program evaluation, juvenile delinquency prevention, teacher manpower analysis, drug abuse control, special educational regional network, data processing network, PPBS experimental test program, analyses for the officing of the department in new quarters, and other related activities.

A current activity within the Division of Planning and Development is a study of vocational-technical education and the interrelationships of the area vocational-technical schools operated by local school districts and those programs operated by junior colleges. The Proposed Organization and Rationale for Vocational-Technical Junior College Study follows:

> The American educational process, as it is organized today, is a social activity which has preserved educational institutions of the past. These institutions were created at various times in the development of western civilization to answer existing needs at the time of their creation. In general, the development of educational institutions has been from the "top" down. Some traditions, formulated in the reasons for the founding of these institutions, remain with us today. A listing of the institutions, their approximate eras of founding, and generalized category of purposes are as follows:

Institution	*Era of Founding*	*Purpose*[2]
Professional Schools	Medieval 19th Century	Culture Utility
University Graduate College Schools	Medieval	Culture Discipline
Grammar or Intermediate School	Renaissance	Culture Discipline
Primary	16th Century	Utility
Kindergarten	18th Century	Moral
Normal	19th Century	Utility Culture
Connecting Class	19th Century	– – –
Technical Schools	19th Century	Utility

In the development of American education, Minnesota has conformed with national trends, sometimes leading and sometimes following these trends. A most profound, but little-emphasized impact upon American education was made by the movement to end child labor through statutory action. Minnesota's general response to this movement was to reduce child labor in industrial employment, but to make exceptions for agricultural employment. Now that agriculture has become technological and mechanized, the need for large numbers of laborers is greatly reduced. Rural children, like their urban peers, generally have similar plans for education and mobility.

Concurrent with the effectiveness of the movement to end child labor was the growth of the American comprehensive school system. Teachers who worked in the old, but separate existing educational institutions transferred employment and/or trained new teachers for the growing public systems. This is how traditions were transferred. In effect, public education became an organizational umbrella over the old kindergartens, academies, and primary and grammar schools. That this trend is reaching its fulfillment is evidenced by the increasing enrollment in public institutions of higher education which is a

[2]Dewey, John, *The School and Society.*

partial cause of the well-known financial difficulties of the private institutions.

A problem which should be openly decided in the formulation of a K-14 plan of organization is the question of whether American society can afford to keep its young citizens off the labor market. This question contains the following implications:

1. Is it a good educational practice and economically feasible to continue to maintain societies (the public elementary, secondary, and post-secondary organizations) within a society?
2. Since the technological revolution has largely replaced the industrial revolution, and since there currently exists a dynamic profusion and increase of knowledge, is it feasible to continue organizational planning as if public access to knowledge was limited, manageable, and terminal?
3. Given the first and second implications, is it a sound social practice to introduce children to society on a general-to-specialized curricular arrangement? Could not the student, soon after adolescence, have been specialized sufficiently to earn some income and continue a pattern of continuing work and education the remainder of his (her) life?
4. Considering the rapidly changing nature of American and world societies, is a general education in preparation for life of sufficient social utility to justify its costs?
5. Should the primary custody of education change from knowledge to people?
6. Is it politically possible and socially desirable to modify expectations of Minnesota citizens from public education as a community enterprise to expectations of a social service? The classical economic elements of land, labor, and capital were recently enlarged to include management. Every indication now points to the necessity of adding knowledge as a fifth element in the technological nations.

Since the data being studied in this report will be utilized for organizational considerations, it is assumed that any reorganization should be structured to implement the aims, goals, and objectives. Hence, the previous questions were raised. Secondly, it is assumed that the aims of the present major educational organizations in Minnesota are not in unity. Yet, all waste is due to isolation. Finally, it is assumed that the readers of this study involved persons with limited reading time. The organization of the study, therefore, will capsulize, with frequent documentation the organization, financing, enrollment, staffing, attendance experience, curricular activities and planning data on the vocational-technical and the junior college systems of Minnesota.

THE PROGRAM PLANNING AND DEVELOPMENT SECTION

Vocational-Technical Education

The duties of the director as they appear in Part I of the State Plan for Vocational-Technical Education describe the functions and purposes of the section. They are as follows:

> Shall be responsible to the State Director for the direction and supervision of liaison work with industry and other agencies in the identification of new vocational-technical programs in any or all occupational fields, or combination of fields, and for all groups of people served under the provisions of this plan.
>
> Shall be responsible for the determination, collection, and interpretation of employment, demographic, and financial data upon which the preparation of an annual and a long-range plan for vocational-technical education shall be directed.
>
> Shall be responsible for the coordination of research conducted in the Vocational-Technical Education Division and for the supervision of developmental research conducted under grants and contracts. Shall provide for a united research effort between the activities of the Research Coordinating Unit and the Division.
>
> Shall be responsible for the initiation and conduct of studies and surveys to aid in the planning, programming, and budgeting of vocational-technical education programs as particularly related to the annual and long-range plan.
>
> Shall provide the State Director and other agencies with historical and statistical data upon which projected planning may take place.

The development of the planning activities within the Division of Vocational-Technical Education followed a pattern similar to that of the Division of Planning and Development, but with emphasis on the unique needs of vocational-technical education.

The passage of Public Law 88-210 came at a time of rapid expansion of post-secondary vocational education in Minnesota. S. K. Wick, then State Director of Vocational-Technical Education, conceived the idea of a New Program Development Team. This unit was created in October 1966, and in July 1968, the present organizational structure was instituted.

As the rate of program expansion slowed, the emphasis of activities shifted toward overall planning. The Projected Activities Report was the vehicle. Since the passage of Public Law 90-576, the major activities of the section have been the preparation of the State Long-Range and Annual Program Plan.

This required consultation with the State Advisory Council for Vocational Education staff. These activities included discussions concerning:

1. Process of State and Local Plan development and

the development of understandings related to the role and function of policy planning and work planning,

2. The development of an interpretation of laws, rules, and regulations,
3. The development of a visual presentation of an individual's progress toward self-fulfillment through occupational competency.

The Advisory Council meets monthly throughout the year and develops a work plan. The council requested that background papers concerning discussion topics be prepared. These topics included:

1. What is the basic public policy commitment in Minnesota to make available and/or fund occupational education?
2. Manpower needs based on the Industry Occupation Matrix.
3. Adult vocational education demand and availability.
4. Current programming efforts for disadvantaged and handicapped.
5. A brief analysis of the goals and objectives shown in the 1970 and 1971 State Plan for Vocational-Technical Education.

The Section was responsible for the design and installation of the Local Long-Range and Annual Program Plan. A paper entitled "A Brief Analysis of the Goals and Objectives Shown in the 1970 and 1971 State Plan for Vocational Education" (which is attached) summarizes the interrelationship of these two activities. A current activity of the section is the development of a systematic procedure for the professional development of personnel in vocational-technical education. A paper entitled "Prospectus, Education Professions Development in Vocational-Technical Education" describes this activity.[3]

SUMMARY

The specific planning activities of each of the units described in this paper have major utility within the area of concern; namely, statewide planning for the State Planning Agency, overall educational planning for the Division of Planning and Development, and vocational-technical planning for the Program Planning and Development Section. Close staff relationships have developed which are best characterized by the joint identification, collection, interpretation, and use of data by all of the planning units.

[3] Copies of these two papers are available upon request from Darrell Ward, State Leadership Specialist, The Center for Vocational and Technical Education, 1900 Kenny Road, Columbus, Ohio 43210.

THE ROLE OF THE STATE ADVISORY COUNCIL IN VOCATIONAL EDUCATION PLANNING: A REPORT OF A PANEL

Panel Chairman: Calvin Dellefield
Director, National Advisory Council on Vocational Education

Members: Joseph Clary
Executive Secretary, State Advisory Council for Vocational-Technical Education, North Carolina

John Koenig
Associate State Director, Division of Vocational Education, New Jersey

Donald Truitt
Vice President, Arthur Rubloff Co., Illinois
Chairman, Illinois State Advisory Council on Vocational Education

Reviewer: Bruce Reinhart
Research Consultant to the National Advisory Council on Vocational Education

Although advisory councils are not new to vocational education, the establishment of a statewide council in every state in the nation is new. Since the establishment of these councils there has been little opportunity to discuss their precise role. Therefore, a panel on "The Role of the State Advisory Council in Vocational Education Planning" was included in the agenda of the Third Annual Leadership Development Seminar for State Directors of Vocational Education.

It is important to note, however, that more than a clarification of the role of the councils was accomplished. The presentations of the panel members and the comments of the participants earnestly attempted to establish the great importance and value of state councils for vocational education in general and for state directors in particular.

The desire to emphasize the importance and value of the state councils by council chairmen and directors, of course, is not surprising. New organizations are always precarious until they have been made secure through institutionalization. It was only natural, therefore, that those who were identified with the councils desired to affirm the importance and value of the state councils for vocational education. But it is also important to note that the state directors were also eager to affirm the importance and value of the councils. Whether it was the reality of the councils' existence, their current or potential value, the inherent wisdom of the legislation which established them, or some other reasons, it was amply evident that the state directors were genuinely interested and generously supportive of the state councils.

This need for clarification of role and this climate of support provided the panel with a receptive setting for their presentations. Both are evident in the following summarization.

THE CLARIFICATION OF MISSION AND ROLE

The Sense of Mission

The clarification of the role of the state councils begins with the establishment of a sense of mission. The sense

of mission is not the objective establishment of goals and objectives. To possess a mission is to possess a value-laden commitment. To obtain a sense of mission, a state council must recognize and acknowledge the values which are inherent in their membership and which relate to their charge and must give expression to them. Donald Truitt expressed this sense of mission when he stated, "The single goal of the State Advisory Council in Illinois is the improvement of vocational education in Illinois." Truitt continued, "We agree with the National Council, which stated, 'The primary reason this nation has not yet established a society in which there is equal opportunity to learn and work is that it has not yet tried.' We want to try in Illinois. We accept the challenge of the National Council. . ."

A sense of mission was also expressed by Joseph R. Clary, who declared, "I come as one who believes it (state council) can play a strong, positive and supportive role to help you (state directors) in the job you must do. If I didn't believe that, I wouldn't want to be a part of one."

There was, therefore, a sense of mission inherent in the messages of the panel members. In brief, they expressed a strong commitment to the improvement of vocational education because they believe in vocational education.

The Role of Evaluation

Evaluation is one of the major tasks of state advisory councils identified by the panelists. P.L. 90-576 (1968 VEA Ammendments) specifies that it is the duty of the councils to evaluate vocational education programs, services and activities and to publish and distribute the results thereof. In fact, it is from this central responsibility that most other duties, activities and responsibilities are derived. The organization of the councils, the division of labor, the employment of staff, the expenditure of funds, the ordering of activities and the various reports, position papers, pronouncements and other messages of the council derive from the council's central responsibility to evaluate.

The councils have broad latitude in this responsibility. No aspect of the evaluation of vocational education is withheld from them. They may even evaluate the the relationship of vocational education to the activities of private schools, the training programs of business and industry, vocational rehabilitation, manpower development, and other programs.

Furthermore, the role which the councils adopt for the purpose of evaluation—staff assessment of available data, independent surveys, contracted research, public hearings—is limited only by the imagination of the councils, their resources, and their propriety. But propriety, as John H. Koenig pointed out, is an important ingredient. For example, Koenig suggested that going into individual school districts to collect evaluation information is not a proper role for the state council. Yet, both the subjects of evaluation and the roles which the councils assume in attaining this goal are given wide latitude.

In speaking about evaluation Truitt stated that the Illinois council assumed the role of "irreverent" bank examiners. He elaborated by explaning,

> Our state director is aware of the fact that we are looking over his shoulder. Please do not interpret this, however, as meaning that we see our task as being negative. We have a good working relationship with the Director of Vocational Education in Illinois. He and his staff have assisted us greatly in our work, but they do know that we are present. We ask questions. We talk to the users of his product. We talk to potential users of his product. We talk to his product, sometimes with a new and different view. All with the underlying question, "What is best for vocational education in Illinois?"

Perhaps the role of evaluation was best summarized by Calvin Dellefield when he declared, "When all is said and done, the evaluations of the state councils will be measured by the way they deal with the big questions. Are all people receiving job training? Are they being trained for jobs that really exist? Are enough people being trained? Is vocational education going in the right direction? Is it responsive to community needs?" Dellefield concluded, "Focus on big issues, shun the pet projects which take you out of the mainstream of major concerns, and you will not be vulnerable to criticism."

The Role of Advisement

The second major task of the council is to provide vocational education with sound advice. P.L. 90-576 also specifies that the state advisory councils prepare and submit an evaluation report through the State Board to the commissioner and to the National Advisory Council, which (1) evaluates the effectiveness of vocational education programs, services and activities carried out to meet the program objectives set forth in their state plan for vocational education and (2) recommends such changes in programs, services, and activities as may be warranted. This legislation also indicates that the councils have the responsibility to advise the state board of education on the development of policy matters arising in the administration of the state plan for vocational education. The implications are that the state councils should advise the state board on the development of the state plan and to advise the state board on policy matters arising from the administration of vocational education in the state.

In addition to these formally prescribed mandates, the state councils have found many opportunities to pro-

vide informal guidance. Again, the nature of this informal advice varies as widely as the imagination of the council members and the development of communication channels. Stated Clary,

> Any substantive recommendation made to or coming out of our council should not come as a surprise to the Director of Occupational Education at either secondary or post-secondary levels. The result of this has been that in several instances before formal recommendations have been hammered out in the council, the state agencies have already started action or are able to outline some steps to be taken. This has resulted in an excellent relationship between the council and state staffs.

John Koenig testified on the way the council and the Division of Vocational Education have been working together in New Jersey. He spoke of the involvement of the council in the development of a master plan for vocational education. He also reported that the council provided "political support for increased funding for vocational education in their state." (New Jersey, which has had an advisory council since 1965, has been able to increase the budget for vocational education from $100,000 to $3,500,000 in five years with the help of the council.) He also reported, "The council has reviewed, advised and supported, before the Commissioner of Education, the initiation of a program planning and budget system which has put vocational education way out in front of the rest of the Department of Education in New Jersey." Koenig stated flatly, "With the problems we had in New Jersey, I know we would not be where we are today without the help of the council."

Dellefield pointed out that the character of the councils' advice differs significantly from the character of most advice received from outsiders. He described the councils as being a "sort of right hand, inside—outside evaluator." He explained that,

> Since vocational education is now standing in the center of the stage it has had to learn how to accept more pressures than ever before. The first pressure that we should be able to accept is that of continuous evaluation. Some of the cirtics want to evaluate vocational education with the goal of nibbling away and assuming its responsibilities. But this is not the purpose of the state councils. The state councils are "inside—outside evaluators" who want to improve and build vocational education, not tear it down.

Truitt also spoke of the unique role that state councils have in providing constructive advice for the improvement of vocational education. He declared,

> A council such as ours can do things that the director and his staff cannot do. Since we are "outsiders," so to speak, we do not risk job or careers to speak out. We can take political risks. I don't mean to be critical, but these are facts of life. We want to help and we will.

THE WORKING RELATIONSHIP

The Federal Rules and Regulations concerning advisory councils states that whether the council is appointed by the governor or by the state board of education, it should be separate and independent from the state board. It also states that the staff of the councils should be subject only to the supervision and direction of the state advisory council. These regulations have viewed independence as being critical to the ability of the councils to evaluate the effectiveness of vocational education. They undoubtedly reflect the intent of Congress.

Yet, through ignorance, false judgement or intent, a number of state councils were forced to undergo an early struggle to establish their independence. It is hard to imagine that the panelists or the participants were unaware of this as they came together for a conference. It is interesting to note, therefore, that the state directors went out of their way to affirm that an independent council was their only desire and that the council chairmen and executive directors went out of their way to indicate the necessity of interdependence. What resulted was a clearer understanding of the working relationship in which interdependence was acknowledged to be just as necessary as independence.

Truitt affirmed the independence of the Illinois Council when he stated, "In the first half of our task, to evaluate, we assume the role of bank examiners. One pressure group described our council as being made up of 'self-centered radicals.' I would accept the connotation of 'irreverent.' At least we do not step on any toes inadvertantly."

Further insight into the nature of independence of councils and their staffs was related by Clary when he reported these words of his chairman, 'Joe, if you don't get into a few areas that probably aren't any of your business, there's a good chance you won't be doing the job you ought to do.'

It was evident that the panelists felt that the discussion of independence had carried the pendulum too far in that direction to the detriment of interdependence. Perhaps they saw the need for interdependence in the carrying out of their council duties with many groups, agencies and organizations dealing with employment, economic development, and human resources development. Perhaps they observed that vocational education has suffered from its separation from other facets of the educational system and did not desire a separation between the establishment and the councils. Perhaps the council representatives knew that they could not do their job without cooperation or perhaps they saw a role for themselves as catalysts in an interdependent and

cooperation role with many other agencies. But, whatever the reason, the underlying concern of the panelists for interdependence was strongly asserted.

To make the particulars more explicit, Clary raised the following question, "How can councils and state staffs develop supportive relationships which are interdependent?" He then make the following suggestions for the councils:

1. Give strong support to the state board of education and its staff wherever possible. Be for some things—not always against what is going on.
2. Be just as open, honest and aboveboard as possible in all dealings.
3. Don't demand or expect special treatment for either council members or staff.
4. Be as objective as possible.
5. Look at major things.

He then followed with these suggestions for state directors:

1. Accept the councils as potentially valuable groups. Make special efforts to express your need of the councils' advice and services.
2. Insist on top quality staff for the council members. They not only represent the council, they represent vocational education. You have a real stake in the quality of the council and its staff.
3. Furnish data to the council. Share with them any data you collect.
4. Ask for advice and let the council and its staff work for you.
5. Let the councils know that their recommendations are being carefully considered—even though you are not able to accept or implement them.

Another necessary aspect of a good working relationship according to the panelists, is a completely open council. This is necessary to alleviate suspicion and to develop an ongoing working relationship with the state agencies and the public as well.

CONCLUSION

Truitt began his presentation with the following frank description of the birth of the Illinois Advisory Council:

> After its inception, the Illinois Advisory Council spent a frustratingly long time in the soul-searching task of describing our interpretation of the council's role. We discussed the federal legislation. We aired our respective prejudices. We argued. We persuaded. We even swore at one another a little, where this was necessary. Now we feel that the members of the council have an understanding of our task—to evaluate and to advise—all for the single goal of improving vocational education in Illinois.

The emergence of the advisory councils in every state of the nation is a new development in vocational education. Never before in the history of this nation has every state had a statewide advisory council. It is expected that every new organization will struggle, often painfully, to identify its mission and clarify its role. The experience of the Illinois Advisory Council was a common experience of all state advisory councils which came into existence with the Amendments of the Vocational Education Act of 1963.

In the fumbling and frustrating period that followed the establishment of state councils, there emerged a strong sense of mission for the improvement of vocational education. The councils clearly have a value-laden commitment and zeal for the improvement of vocational education. This mission will be accomplished through the broadly conceived role of evaluation and through both formal and informal advisement.

But the question of independence versus interdependence also pervaded the conference. Although the necessity of independence was affirmed, there was a strong desire to emphasize the necessity of interdependence. The obvious desire of all panelists and conferees to come to a clear understanding of this question made this a timely and productive experience and resulted in assurances of cooperative interdependence.

In brief, this conference helped bring the realization that the state councils are here with a common mission, two distinctive roles—evaluation and advisement—and a sincere desire to be a cooperative part of the planning team.

INTERAGENCY COOPERATION FOR IMPLEMENTATION OF STATE PLANNING

Herbert Righthand
Chief, Bureau of Vocational Services
State Department of Education
Hartford, Connecticut

The changes that have occurred in vocational education and the ones that are still occurring necessitate a broader and more diversified approach. The achievements of vocational education can no longer be measured solely on the success of placement in certain employment areas. Societal changes make it necessary to measure achievement in terms of the population served as well as the extent with which it meets the needs of emerging and growing occupational fields.

The enlarged responsibilities of vocational education require greater involvement on the part of the vocational educators with other agencies. Historically, vocational educators have worked closely with business, industry, and agriculture, at the same time, however, building a thick membrane around them and to some degree isolating themselves from other educational groups and non-educational agencies. To speak of interagency cooperation is like speaking for motherhood or against pollution; it is an acceptable and noncontroversial goal. What is needed is a discourse relating to the techniques and factors which have led to successes as well as the identification of some of the failures.

In order to deal with this topic, it is necessary to indicate the frame of reference, or in the language of the Ph.D. candidate, "to delimit" the subject. A previous speaker (Robert Seckendorf) has effectively differentiated "programs" from "activities." In a similar vein this presentation treats interagency cooperation as a technique which can lead to the attainment of a goal. Goals have been established in federal and state laws and regulations, and in state plans. Various techniques are essential to achieve these goals, and one of these is interagency cooperation. As indicated previously, this is not a completely new concept. Through consulting committees, vocational education has been closely interlinked with the "world-of-work." State agencies have also worked closely with various agencies such as departments of labor, development commissions, research agencies, and other groups in order to obtain essential manpower and statistical data. The involvement of vocational state agencies in MDT and in post-secondary programs has led to greater involvement with community groups, labor departments, community and technical colleges, and teacher education institutions. This talk deals with the new involvements which better enable the state to meet the goals set forth in the Amendments of 1968 to the Vocational Education Act.

The data collected in the State of Connecticut dealing with interagency cooperation proved to be challenging and revealing. Since this was not meant to be a "show and tell" presentation, the cooperative activities were analyzed in order to seek out techniques or principles which might be the underlying causes of success or failure. No magical formula was discovered and no formal structure seeking cooperation was established. A key principle identified in achieving interagency cooperation is state staff involvement. Involvement of the staff member through his individual efforts and involvement, through the staff members participation in consulting committees and with the State Advisory Council, led to the establishment of many effective relationships. To the extent that the state staff accepts the field theory concept of the replacement of constraints with a permeable membrane which is continuously pierced by incoming and outgoing vectors of activity, interagency cooperation will develop. Another observation indicates that the establishment of relationships with an outside agency will frequently lead to new relationships with other agencies. Another factor leading to the establishment

of cooperative arrangements is the failure of the outside agency to obtain funds to continue or to initiate some educational activity. The discovery of the value of vocational education by regional groups established under Title III of the ESEA provisions when a curtailment of funds was indicated is not to the credit of vocational agency efforts but nevertheless is one factor which did lead to the establishment of successful cooperative ventures. It is also essential to point out that the increased involvement of vocational education in programs for the disadvantaged and the handicapped led to new cooperative relationships. In the examples of cooperative arrangements to be identified, it is hoped that the principles or factors stated will be recognized and will indicate their operational aspects.

As vocational education became involved in health occupations it was found necessary to establish a statewide consulting committee in health occupations. This committee, consisting of representatives from various health organizations and key personnel from the vocational state agency, provided fertile ground for further interagency cooperation. When the Deputy Commissioner of the Department of Health found that they were funded through the OEO to conduct training programs for Home-Health Aides, he requested assistance from the Division of Vocational Education. Cooperatively these programs were established and in the course of their operation the vocational education staff found it necessary to work with the Visiting Nurse Association and the Home Help Association. This, interestingly, was not a case of lack of funds on the part of the agency seeking involvement in vocational education.

The State Advisory Council plays a key role in vocational education through its State Plan review and program evaluation, but it also provides a good avenue of communication when state staff participate in its activities. A member of this council representing the Department of Correction indicated the changing philosophy and practices of these institutions by shifting from the work of car license manufacturing, food service, laundry work, and all the other activities which were primarily geared to the needs of the institution and the state. Recognizing the need for rehabilitation, they were seeking to establish vocational programs geared to the needs of the inmates. As a result of the personal contact and discussion, vocational programs were developed and fiscal support provided through interagency cooperation.

In order to serve the handicapped, an intra-agency committee consisting of representatives from special education, vocational rehabilitation, and vocational education was established. Through this committee, the scope of the Division of Vocational Education activities was expanded beyond the usual relations with local education agencies and resulted in working arrangements with the Mansfield State Training Institution operated by the Office of Mental Retardation of the Department of Health. A special vocational program in laundry and dry cleaning operations was established, serving residents and nonresidents.

Many handicapped individuals are not found in the schools or the institutions, but are being served through sheltered workshops and the Goodwill Industries. These may represent the more seriously handicapped yet among them are individuals capable of being prepared for some level of work consistent with their abilities. Since these groups are private, nonprofit operations, it is necessary to provide support to them through contracts. At present, there are 13 such contracts in effect. As in all the cases cited here, cooperation with agencies is not merely a funding proposition but consists of consultative educational services on the part of the vocational education agency. One regional education group established under the ESEA Act requested and received assistance in the development and operation of a vocational program for the multi-handicapped.

The examples cited so far dealt with cooperation established through contacts developed at committee and council meetings. Though it is hard sometimes to differentiate between relationships established as a result of group activities and individuals' action, the following cases are mainly attributable to individual action. A good example of this approach is found in the cooperative arrangement established between a regional vocational-technical school and the Cheshire Reformatory operated by the Department of Correction. The Commissioner of Education received a request for assistance from the Commissioner of the Department of Correction and referred it to the Division of Vocational Education. This program involved more than the usual consultative and financial support. In this case reformatory inmates nearing the point of discharge were selected through their own counseling services, sent to the vocational-technical school for skilled trade training, and then were placed by the Department of Labor. The Division of Vocational Rehabilitation provided the funds for transportation and assisted in the counseling. The University of Connecticut became interested in this project and is presently conducting a study as to the effects this program will have on the participants and the nonparticipants.

Generally, activities under the Model Cities program are independent and isolated from the vocational education agency. However, the Consultant for Vocational Agriculture recieved a call from a representative of a Model City program requesting assistance. A special program for disadvantaged in the field of horticulture and landscaping was in difficulty. Through the services of the vocational consultant, support and direction were made available to this program through a local educational agency.

It appears that Consultants in Health Occupations are great joiners of various health organizations. Through affiliation with the Health Career Council, the Connecticut Hospital Association, Connecticut Association of Extended Help, and the Connecticut Association of Nonprofit Homes and Hospitals, many proposals or requests for help are received. A request for a program of upgrading unskilled convalescent home workers to a level of nursing assistants was received and, through the facilities of the state-operated vocational-technical schools, a program was developed. In order to make this program meaningful, the homes agreed to provide promotions and salary increases to those completing the course. This program has been extremely effective and is presently being replicated in various parts of the state. Another in-service program was requested by the Commission on Services to the Elderly. Their request for the conduct of a workshop for licensed practical nurses on geriatrics was fulfilled.

Recently, as a result of a meeting with the Connecticut Hospital Association, plans have been developed to provide courses in methods of teaching to the training staff of the hospitals and also to provide courses in supervision to the training directors.

The existence of 15 state-operated regional vocational-technical schools has proven to be a boon in extending the activities of the vocational agency. A local NAACP group approached the director of such a vocational-technical school in order to establish a preservice distributive education program for out-of-school youth and adults. Since distributive education is not one of the school's programs, this request was referred to the central office of the Vocational Division. Working with the NAACP, a community action group, the local school system, the Chamber of Commerce, and the vocational-technical school, plans have been developed to start this program. Another example of vocational-technical school involvement appears in the situation when a local jail asked the school to provide some courses in related mathematics and blueprint reading to its short-term inmates. This program has been conducted effectively.

Support to quasi-public institutions for the handicapped is another area of interagency cooperation. The Oak Hill School for the Blind, cooperating with the Commission for the Blind, the Division of Vocational Rehabilitation and now the Division of Vocational Education, is offering vocational programs in four vocational areas, home economics and career exploration. Another such institution, the American School for the Deaf, has recieved extensive assistance in establishing and operating vocational programs.

A special program for disadvantaged youth who would appear to have difficulty in a regular vocational-technical program was offered in the summer. In addition to providing remedial instruction and shop exploration, this program also provided meals and some recreational field trips. The funds for the non-educational aspects of this program were obtained through the cooperation of the local community action group. Another example of the broader involvement of the regional vocational schools lies in the special programs offered to high school graduates and dropouts through an intensive summer vocational program. This approach was developed with the cooperation of the Naugatuck Valley Manufacturers Association. This program, which is now several years old has enabled many a graduate or dropout to obtain a degree of skill and find a place for himself in the world of work.

Not all agencies are equally cooperative and not all attempts are successful. The Department of Welfare sought help from the Division of Vocational Education in writing their plan for occupational preparation for welfare clients. A few programs were developed cooperatively, however. Subsequently, the welfare agency chose to go its own way and several times set up programs in competition with existing MDTA programs. Another agency organized to provide assistance at all levels to communities is the Department of Community Affairs. This agency, raising its funds through the issuance of bonds, functions primarily through community action groups. This agency has several times funded duplicating programs without any working relations with the departments of labor or education. Their freewheeling techniques create good newspaper coverage but frequently result in wasted efforts and monies. However, there is hope that this problem may soon be resolved since a coordinating committee consisting of the respective commissioners of the departments of community affairs, labor, and education has been formed. Another area in which success is rather limited is in fund-sharing with other federal acts. A recent exception in Connecticut occurred in the support of an exemplary program in career exploration at the elementary school level. Because this program was originally intended to study the community and because a large number of students are disadvantaged, it was possible to obtain sharing funds from Title I of the ESEA. Another example of fund-sharing occurred in the establishment of a regional center serving a metropolitan area and a suburb. The facility and transportation costs have been funded by Title I of ESEA, while part of the costs of the vocational programs were supported through the Vocational Education Act.

In summary, it must be emphasized that interagency cooperation is based on state staff acceptance of this concept and of their broad involvement with consulting committees, advisory councils, and professional groups. As interagency arrangements are developed, the breadth of activities is expanded and additional agencies are often brought into action. Problems do

exist when some agencies prefer to "go it alone." In addition, there are added technical problems when contracts are required in dealing with private agencies. Legal and fiscal procedures are complex and much time has to be spent in this aspect of interagency cooperation. Arrangements made with private agencies under Part B of the Vocational Education Act are not generally amenable to the established support formulas developed for LEA. Despite these difficulties, there can be no question as to the need for such cooperation and for the need of developing techniques which enlarge the operational area of vocational education.

CAREER EDUCATION: THE OREGON WAY

Leonard Kunzman
Director, Career Education
Oregon Board of Education
Salem, Oregon
(This paper summarizes a presentation made jointly by Kunzman and Henry A. Ten Pas
Director, Division of Vocational, Adult, and Community College Education
Oregon State University
Corvallis, Oregon)

Statement of Problem

The educational problems in Oregon are probably not unlike most states in that Oregon's pupil survival indicates a strong need for reevaluation of the traditional educational priorities which provided strong programs for the "college bound" student.

Acting upon statistical evidence provided through a follow-up of students entering school during the 1946-47 school year, in which only 15 of every 100 graduated from a four-year college, the State Advisory Council for Vocational Education issued the following statement:

> In today's changing social and economic patterns, work still remains the major factor determining an individual's role in society. The increasing complexity of work, brought about by the application of technology to the work process, now makes it imperative that all men be occupationally prepared for their work life.
>
> Meanwhile, our schools continue to stress the preparation of students for a four-year college experience. The majority, who still must rely upon a high school education or less, are not adequately prepared for entry into and advancement in available employment.... The most critical and urgent need is to prepare youth and adults for effective work roles in society.

The Solution

Reacting to this stimulus, the Oregon Board of Education placed career education as their number-one priority. Shortly thereafter, the complexion of vocational education began to change as a result of the following steps:

- Establishment of the long-range goal of making occupational education available to every high school student with 50% of the juniors and seniors enrolled therein by 1975.
- Development of the occupational cluster concept and establishment as the "Oregon Way" of career education.
- Substantiation by employment data of 11 occupational clusters and subsequent development of instructional guides in eight.
- Selection of developmental schools for model career cluster centers.
- Appointment of area occupational education coordinators as extensions of the Oregon Board Career Education Staff.
- Request by the Superintendent of Public Instruction that each district submit a long-range plan for career education.
- Employment of an administrative staff person to assist in local district in-service training and long-range planning.
- Increased emphasis on occupational orientation in the elementary grades followed by career exploration experiences prior to cluster training.
- Increase coordination and articulation on vertical and horizontal organizational planes of operation.

Implementation

The present Oregon philosophy of career education was first graphically presented through the *Guide to Structure and Articulation of Occupational Education Programs (Grades 7 through 12 and Post-High School)*, as published in 1968. The cluster concept was then introduced and explained on the basis of employment data relating to key occupations within each. Close cooperation with the Oregon State Employment Service facilitated the collection and processing of employment data in substantiation of future needs. Limited course descriptions and suggested sequences were outlined at the various instructional levels.

Shortly thereafter, with the appointment of Dr. Dale Parnell as Superintendent of Public Instruction, the division of vocational education underwent extensive reorganization to facilitate the emerging cluster concept. Specialists were provided within each cluster to provide expertise and leadership in program development.

The development and publication of the occupational cluster guides was a major undertaking. Following the process of grouping occupations into common knowledges and skills, a task analysis of the key occupations within each cluster was undertaken. The task analysis was conducted through direct contact with persons working within these occupations producing common teachable skills and knowledges. This information was applied to proposed courses in sample curriculum patterns which was further refined into suggested learning experiences. Prior to publication, the material underwent extensive review by individual cluster advisory committees composed of both lay people from business and industry and experienced instructors in the field. The detailed step by step process of development is described in the *Articulation Guide*.

A massive public relations program was undertaken to familiarize the schools with the cluster concept. The initial step was taken in contracting with a local district for the services of their principal to coordinate the program statewide. A slide transcription was developed to explain the cluster concept which was used throughout the state in area meetings of local district superintendents and vocational personnel. Concurrent with this, eight schools were selected to implement cluster programs as demonstration centers to other schools. Contractual arrangements with Oregon State University were made to provide a task force of four graduate students to coordinate the efforts of the Oregon Board specialists and the university staff in developing these centers. Now in their second year of development, they are nearing model status and are receiving heavy visitation traffic as the concept takes root in school curricula. A slide talk, with a accompanying implementation booklet, is being developed for use in each center in conjunction with scheduled open house presentations.

The program gained momentum with the publication of the position paper *Career Education in Oregon, A Statement on Improving Vocational Education.* The paper by Leonard Kunzman, Director of Career Education, clearly details the objectives and proposed accomplishment of career education in Oregon and the project activities necessary for accomplishment.

The request for a long-range plan from each school has greatly increased the interest in all phases of career education. A staff person is now available to individual schools for planning assistance through a contractual arrangement with a large Intermediate Education District, thus providing the assistance without increasing Oregon Board staff numbers.

The incorporation of Area Vocational Coordinators has greatly improved the channels of communication between the Oregon Board and the individual districts. It is planned to increase the number of coordinators from the present eight to 14 to keep pace with program development. These positions were secured through contract with various Intermediate Education Districts.

IMPLEMENTING STATE PLANNING IN VOCATIONAL-TECHNICAL EDUCATION

Martin Essex
Superintendent of Public Instruction
Ohio Department of Education
Columbus, Ohio

At times, as one views the American scene, it appears as if we are in a revolution in American education as we enter the seventies. At other times, the developments resemble something akin to a reformation. We can remember that famous "veto" message of President Nixon's. He was talking about reforms. On other occasions, however, I'm inclined to believe the American people are regrouping, reassessing and reviewing the position of their schools. They are, perhaps, thinking in terms of a renewal—a renewal of spirit, a renewal of outlook; perhaps a raising of their horizons a bit, getting the American Dream out in front again.

I sit with a good many groups who say, "the American Dream never was; it never did exist." This baffles me, because I see myself. I see you and hundreds of other persons who have benefited through American education; I see what it has made possible.

Hence, I wonder at times whether we may be regrouping to generate a new sense of adventure and to set new goals. I wish we had a national commission of experienced practitioners—representative of all sectors of American education—to look at where we are going, where we've been the last half-dozen years, and where we could or should go. I regret that we don't have such a commission. It could be a great service to all Americans.

When one analyzes the elements of reformation, renewal, or reversal in the present scene, there are aspects of each in the many movements. If you look at the opening of private schools in the South at the present time, you are startled at the number of separate schools that are being established, splintering off. In addition, there are a number of denominational schools, small denominational schools, that are springing up in Ohio and in other states. We are not unaware of the storefront schools that are opening in the ghetto. We are cognizant of the voucher concept that has received a rather sizeable appropriation recently. It, alone, is a whole new concept.

These latter developments seem to say, "are we going back to the pre-Civil War period?" As I recall being told, my grandfather, who was a student at Otterbein College was in Missouri teaching as the Civil War broke out. He was teaching the children of a group of families while trying to earn funds to come back to college. We had what one might call "pluralism" at that time. He taught in accordance with the wishes of one small group of parents. As a result, most of American education could be characterized as being in the area of privatism at that time. It was not very successful: only one or two percent of the youngsters were enrolled in a secondary school.

Are we reversing? Are we going back to that era of pluralism and privatism? I'm inclined to think—and I suppose this is my eternal great respect for American education—that we are in a state of revolution. Perhaps a revolution is warranted and, if there were not any other factors involved in the revolution, one of them is the important interjection of a sizeable element—a sizeable component—of occupational vocational-technical education into the mainstream of American education.

You might say that this is not a revolution; vocational education has been in operation in some manner in this country for a hundred years. We are saying, however, the number of youngsters in vocational preparation in the secondary schools ought to approximate 40% of the enrollment; perhaps 90% in some schools and only 10% in others.

As you know, when you put components of this size into the life of a secondary school, you have a veritable revolution. I think that's what we are coming to. We are coming to that stage, maybe faster than we think,

but not as fast as many of us would like. Getting there with an effective program will require an abundance of sober judgment.

My hope is based on faith in American practicality. We have been a very practical people down through the years. The Jacksonian philosophy of the 1820's and the 1830's blossomed as our ancestors got up into the Appalachian Mountains and started to come across into this part of the country. Those people began to show a democratic philosophy in their religion. Most of the Protestant sects as we know them got their start during that period. They brought with them an indomitable spirit of democracy. With that democratic concept, public schools were an essential for survival.

Horace Mann came along at the same time, saying the grammar school was needed for democracy to survive. We in this part of the country embraced that concept with enthusiasm. We did almost the same thing with the high school. We battled it through the Supreme Court and legalized it some 50 years later. The high school generated a growing economy and pushed us to the fore in the world.

The GI Bill did a similar service for higher education. No other nation had the guts, no other nation could have afforded it, and no other nation had the faith to say, "All right, we'll let any person who has been in the armed services, no matter who he is, go on to college when he comes back. We will set up an examination so he can qualify himself if he wants to study while he is in the service." The GI Bill sent thousands of men and women into the mainstream of the economy and pushed us forward in a very great way. We have used education for practical purposes.

I just walked out of a conference a few minutes ago. Senator Mondale, who is holding Select Committee hearings on equal educational opportunity, was talking to our Title I people, who are assembled in another hotel, about the prosperity on one hand, and the utter despair on the other. Yes, we still have problems, but the answer to these problems is the right kind of education. There is no other answer. You can't legislate it, force it, you can't do it by magic. The only answer is education. I suspect the American people know that. Maybe we've misled them by not being hardheaded about the right kind for the current job.

We are in a period of downdraft. The public isn't with us as well as they ought to be. Maybe we don't deserve them to be with us as enthusiastically as we'd like them to be. Maybe we haven't handled our federal funding as well as we should.

I have a feeling, however, that the practicality of the American mind is going to face this challenge. Despite the 1963 vocational education study and the one that's referred to as the 1967-68 study, I do not see the kind of blueprint, the clarity of blueprint that we ought to have for American education and I challenge you people to be working on it. In addition, I do not see the understanding of the general acceptance of education or the clearly defined objective that we need. We don't quite have this situation in hand. I think it's our fault; I'm not talking for the press, as you understand, but I think we ought to bring the heads of our organizations together. Let's pound out a plan which we can support; let's determine how much vocational education there ought to be. Let's lay out a blueprint and say, "This is something we can support." We have too much confusion at the present time. I think we need to reach an agreement which we can generally endorse.

Nixon's famous "Veto" message, as I indicated to you earlier, touched on reforms, but really he was calling for clarity. He was saying we are confused; that our objectives aren't well spelled out. I think he was saying to us that, "I don't think you know what you are doing and, since you don't know what you are doing, we don't propose to give you that much money." I wish that he or someone else would set up a commission and get on it. I will leave that little challenge with you just to initiate our discussion here.

The Congress, in adopting the 1968 vocational amendments, did it with a unanimity that frightened all of us. They wanted one thing: they wanted to quiet the unrest in the streets. They wanted to deal with unemployability. That remains the big challenge to vocational education, as I see it. That's where we must spread our wings, sharpen our bills, and dive in; that's where the paydirt is.

As you know, the 1968 legislation got caught in a downdraft as far as funding was concerned. It hasn't been funded as well as we would like, although some progress is being made.

Now, I would like to make some confessions to you and talk about our experiences here in Ohio. I do this with no great pride at all—no sense of bragging, I assure you. I do it rather apologetically, because I'm sure you are trying and succeeding in many ways in vocational education.

The impetus for the present legislation authorizing a statewide geographical pattern of vocational districting and the subsequent standards which said Ohio must have a certain number of courses and a certain number of occupational offerings came, in my opinion, from the growing welfare or public assistance cost. Let me illustrate. We have some legislation designed to help disadvantaged youngsters through compensatory education. Allocations are based on the dollar amount per year per youngster. In Cleveland, for example, this amounts to $6 million a year. The district has 34,000 youngsters whose families receive Aid for Dependent Children payments.

Go back home and pull out your executive budget. Take the budgets from your states and look at the

amount of public assistance, or look at the federal budget's expenditure for federal assistance. Only national defense exceeds the federal expenditure for public assistance. The growth of public assistance funding has exceeded or tends to exceed the growth of educational assistance funding in a number of our states. This—in a period of unusual prosperity—is the thrust that's taking vocational education forward.

This vast expenditure on welfare is, in my opinion, a major reason for the 1968 vocational enactment. Congress wants answers and the answers are not nearly as simple as the problems.

Secondly, we have had a governor in Ohio who has talked continuously about vocational education and who took the point of view during the eight years he's been in office that welfare assistance and general education are not good issues. In other words, these were not the kinds of issues that gain and maintain public support. He chose to take the offensive with vocational education. His effort gave a big thrust to vocational education. In addition, we have the good fortune in Ohio of having an aggressive State Director of Vocational Education. He is touring Europe at the present time and I'm sure he regrets he can't be here.

When it came time for legislation, it was not part of a separate bill—we have not had them now for some years—they are too difficult. Instead, we throw the major elements together into an omnibus bill so that every item isn't debated in committee and on the floor. There was a paragraph or so on vocational education; it aroused little concern and was not debated. I wouldn't want to mislead you into thinking that this was one of those carefully studied legislative actions that was put up in a neat package. Rather, it required an implementation by the Department of Education and by the State Board of Education, which, I suspect, is the way these things should be done.

There were, however, certain elements in the provisions of the bill which were basic, but most of the policy and procedure had to be spelled out by standards, rather than by statute. The passage of the act required a plan for vocational education for the state. Our vocational division, which is very alert and very able, developed a tentative set of standards. These standards, which were rather demanding, were then distributed to all school districts in the state.

The response to this proposal from the field was very embittered. It became increasingly apparent that, if the standards were adopted by the state board, the legislature, in a post-session, would repeal or severely modify the statute. Due to the lack of debate at the time of enactment, the legislature was not aware of the sweeping character of the legislation and the schools were not ready to accept the actions which the vocational division would have like to have placed in effect.

To counter the growing opposition to the proposed standards, several actions were considered imperative. As an initial effort, a select advisory committee comprised of respresentative superintendents from all sizes and types of school districts in all geographic areas of the state, was appointed to review the vocational division's proposal and suggest modifications. A corollary action of holding nine regional meetings for all local chief administrators followed.

These two actions provided an open forum for school personnel to make the suggestions and proposed modifications known.

In addition to the many private conferences with individual administrators and groups of administrators, numerous sessions, late evening meetings and conferences were held with a special legislative committee, which had been appointed to survey the future development of the standards.

Following widespread distribution of a revised proposal, we also announced that each vocational plan would be acted upon by a Vocational Review and Appeals Board comprised of assistant superintendents in the department. In other words, each district would be given its "day in court."

The rival groups, particularly the aggressive heads of joint vocational schools who had the encouragement of the Ohio Vocational Association and the Division of Vocational Education, tended to rally around the flagpole for high requirements, which tended to ignore factors of reasonable distance and geographical barriers. The polarization of opposition came extensively from the massive number of cities with populations of 25,000 to 100,000 people—of which we have a great many in this state of 10½ million people.

The confrontation climaxed with a standards hearing under our Administrative Procedure Act, which was conducted by the State Board of Education. The number of witnesses were legion—the joint vocational leaders assembled approximately 30 persons to be heard. The opposition assembled an equal number or more. The hearing ground on through most of the hours from 11:00 a.m. until 11:00 p.m., with some breaks for meals. Reasonableness prevailed—the strong opinions appearing to evaporate as they were expressed—and a set of standards was adopted without future delay.

The plan as adopted provides for a geographical alignment of the 631 school districts in the state into 105 vocational districts. The progress to date has been gratifying. The vocational division has functioned admirably within the standards to attain cooperative acceptance rather than coercive compliance. Very little rancor remains in the districts. The plan is essentially complete. The districts are voting their matching funds to utilize the $75 million that the legislature appropriated for construction purposes during this biennium, and to utilize any federal funding. The die-hards have

come around in surprising fashion to say that they believe that a good result was attained and that they are pleased with the potential. Of the 105 districts, 56 are of the joint type; the others are either of adequate size, or are aligned through contractual arrangements.

I am of the opinion that much remains to be done in vocational education in America. We must involve the sizeable numbers of our young people in work experience at an earlier age. The assistance of industry will be required. High school credit for such work experience will be an imperative. This is the only solution to make America whole again and to remove the unrest and defection of the young from the reality of the adult economy and the adult responsibility.

I am firmly of the opinion that we need a Department of Education and Manpower Development on the federal level—that we do not need two systems of either Manpower Development or Education in this country. If we pursue the dual course, we will fail.

We do not want to go the European route of attaching vocational education to the industries, but we must involve the industries in work experience and we must take the ghetto youngster out of his welfare check-numbers writer-prostitute atmosphere at an early age to let him see that people grow up to go to work. The cooperation of industry is essential in attaining such objectives.

I believe that we are more nearly around to a realization of a revolution in education through the inclusion of vocational components in the educational structure. I do not care whether you call it a revolution, a reformation, or a renewal. Do not call it a reversal. We do not want to return to the pre-Civil War privatism and pluralism. Such is too prevalent at the moment with the growth of private schools around our large cities, storefront schools within our cities, separate schools in the South, and the voucher system with OEO. Hence, if I leave any plea today, it is for a unity toward a Department of Education and Manpower Development which will bring education into the seventies in accordance with the technological and urban economy. Such can be the greatest boon to the advancement of man that we have known. Let's apply good management to a truly comprehensive plan of education. The results will be worth the effort.

Appendix A

SEMINAR PROGRAM

Third Annual
National Leadership Development Seminar
For State Directors of Vocational Education

ARTICULATION OF VOCATIONAL EDUCATION PLANNING WITH TOTAL STATE PLANNING

September 16-18, 1970
The Christopher Inn
Columbus, Ohio

SEMINAR PURPOSE

To provide a mechanism for the in-service leadership development of state directors of vocational education and members of their staffs.

SEMINAR OBJECTIVES

To provide a forum for the exchange of information concerning exemplary and innovative programs of the states.

To provide an intensive examination of coordinated state planning as it relates to programming in vocational-technical education.

To inform the seminar participants of the latest and most relevant research, development and training activities conducted by The Center for Vocational and Technical Education and other appropriate agencies.

To contribute to the professional development and self-improvement of state directors and their staffs.

STATE DIRECTORS PLANNING COMMITTEE

Joseph F. Murphy—Connecticut
John W. Bunten—Nevada
George L. Sandvig—Virginia
R. D. Anderson—NASDVE

CENTER STAFF

Darrell L. Ward, Project Director
Edward N. Kazarian, Research Associate
Aaron J. Miller, Center Coordinator

WEDNESDAY MORNING SEPTEMBER 16, 1970

DAILY TOPIC: THE CONTEXT FOR ARTICULATION OF VOCATIONAL EDUCATION PLANNING WITH TOTAL STATE PLANNING

8:00 a.m. REGISTRATION: CHRISTOPHER INN *Lobby*
(Registration will also be held 7:00-9:00 p.m. Tuesday, September 15, 1970)

DAILY CHAIRMAN— *Suite B*

Cecil H. Johnson, Jr., State Director
South Carolina

8:30 OPENING REMARKS

INTRODUCTION TO THE SEMINAR

Robert E. Taylor, Director
The Center

WELCOME

Joseph F. Murphy, President, National Association of State Directors of Vocational Education

A GOVERNOR'S PERSPECTIVE OF TOTAL STATE PLANNING AND THE ROLE OF VOCATIONAL EDUCATION

Honorable *Robert E. McNair*
Governor of South Carolina

10:15 Break—Coffee served in Suite A

10:45 A CHIEF STATE SCHOOL OFFICER'S PERSPECTIVE OF TOTAL STATE PLANNING AND THE ROLE OF VOCATIONAL EDUCATION

Howard B. Casmey, Commissioner of Education
Minnesota

Announcements

12:00 Lunch (Individually arranged)

WEDNESDAY AFTERNOON — SEPTEMBER 16, 1970

1:30 p.m. **A STATE DIRECTOR OF VOCATIONAL EDUCATION'S PERSPECTIVE OF TOTAL STATE PLANNING AND THE ROLE OF VOCATIONAL EDUCATION**

Robert S. Seckendorf, Assistant Commissioner of Occupational Education
New York

2:30 **DISCUSSION TEAMS WORK SESSIONS**
(See appendix in back of this program for state representatives' assignments to teams)

Team I: *Suite A*

Chairman—*Wesley P. Smith,* State Director of Vocational Education
California

Recorder— *Jim Koeninger,* Research Associate
The Center

Team II: *Suite B*

Chairman—*Charles M. Dunn,* Assistant Commissioner of Vocational Education
Tennessee

Recorder— *George Reeser,* Research Associate
The Center

Team III: *Suite E*

Chairman—*Elwood A. Padham,* State Director of Vocational Education
Maine

Recorder— *Earl Russell,* Research Associate
The Center

Team IV: *Suite D*

Chairman—*E. B. Oleson,* State Director of Vocational Education
South Dakota

Recorder— *Randy McCutcheon,* Research Associate
The Center

4:00 Adjournment

REMINDER OF THE DAY: Lunch and Dinner shall be individually arranged. A meeting of the NASDVE Executive Board will be held beginning at 4:15 in Suite E.

THURSDAY MORNING — SEPTEMBER 17, 1970

DAILY TOPIC: THE PROCESS AND TOOLS OF COORDINATED STATE AND VOCATIONAL EDUCATION PLANNING

Suite B

DAILY CHAIRMAN—

John W. Struck, State Director
Pennsylvania

8:30 a.m. OPENING REMARKS

SYMPOSIUM: THE PROCESS OF COORDINATED STATE PLANNING IN MINNESOTA

Chairman—*Robert P. Van Tries,* Assistant Commissioner of Vocational-Technical Education
Minnesota

Edward P. Hunter, Deputy Director, Minnesota State Planning Agency
Minnesota

Gregory J. Waddick, Assistant Commissioner for Planning and Development
Minnesota

Joseph F. Malinski, Director of Program Planning and Development
Minnesota

10:00 Break—Coffee served in Lobby

10:30 MANAGEMENT BY OBJECTIVES: THE CONCEPT, THE PROCESS AND IMPLICATIONS FOR STATE DIVISIONS OF VOCATIONAL EDUCATION

Leon P. Minear, Director, Division of Vocational-Technical Education
U.S. Office of Education

Michael Russo, Chief, Planning and Evaluation Branch
U.S. Office of Education

INTRODUCTION TO INTEREST GROUP WORK SESSIONS: RESEARCH AND DEVELOPMENT PRODUCTS IMPACTING ON PROBLEMS IN PROGRAM PLANNING AND MANAGEMENT

Darrell L. Ward, State Leadership Specialist
The Center

12:00 noon Lunch—Toastmaster—

Suite A

R. D. Anderson, Executive Secretary, NASDVE
South Carolina

THE 1971 AVA LEGISLATIVE PROGRAM

Lowell A. Burkett, Executive Director, AVA
Washington, D.C.

THURSDAY AFTERNOON — SEPTEMBER 17, 1970

2:00 p.m. **INTEREST GROUP WORK SESSIONS**

(Two sessions will be held, the first beginning at 2:00 p.m. and the second at 2:45 p.m. The second will be a repeat of the first session. Participants may choose two of the four interest groups to attend.)

Group I: A State System For Evaluation of Vocational Education — *Suite B*

Harold Starr, Specialist
The Center
Richard Dieffenderfer, Project Associate
The Center

Group II: Determining Occupational Emphasis for High School Program Design — *Suite F, South*

Edward Ferguson, Specialist
The Center
Joseph Arnold, Specialist
The Center

Group III: Information Systems For Decision-Making — *Suite F, North*

Joel Magisos, Coordinator
The Center
David McCracken, Specialist
The Center

Group IV: Programmatic Research In Vocational Education Management and Personnel Development — *Suite E*

Aaron J. Miller, Coordinator
The Center
Edward J. Morrison, Coordinator
The Center

3:30 Adjournment

REMINDER OF THE DAY: The evening program will begin at 5:30 p.m. in Suite A, with a hospitality hour hosted by the Broadhead-Garret Company. Those who would like to tour The Center for Vocational and Technical Education should meet in the Christopher Inn lobby at 3:30 p.m.

THURSDAY EVENING — SEPTEMBER 17, 1970

3:30 p.m. Tour Of The Center — *Lobby*

(Optional; Those desiring to visit and tour The Center should meet in the Lobby at 3:30 p.m. Transportation will be provided, returning to the Christopher Inn at approximately 5:30 p.m.)

5:30 Hospitality Hour — *Suite A*

Hosted by Broadhead-Garret Company

7:00 Dinner—Toastmaster— — *Suite B*

John Bunten, State Director
Nevada

A MANDATE TO IMPROVE VOCATIONAL EDUCATION

Arthur Lee Hardwick, Associate Commissioner for Adult, Vocational and Technical Education
U.S. Office of Education

9:00 Adjournment

FRIDAY MORNING — SEPTEMBER 18, 1970

DAILY TOPIC: COORDINATED STATE PLANNING IN ACTION

DAILY CHAIRMAN— — *Suite B*

M. G. Linson, Executive Director, Colorado Board for Vocational Education
Colorado

8:30 a.m. OPENING REMARKS

IMPLEMENTING STATE PLANNING: OREGON'S APPROACH TO REDIRECTION OF SECONDARY VOCATIONAL EDUCATION

Leonard E. Kunzman, State Director Vocational Education
Oregon

Henry A. Ten Pas, Director, Division of Vocational, Adult and Community College Education
Oregon

Reactors—

Carl F. Lamar, State Director Vocational Education
Kentucky

John E. Snyder, Assistant Commissioner for Vocational Education
Kansas

THE TARGETED RESEARCH PROGRAM OF THE U.S. OFFICE OF EDUCATION

Howard Hjelm, Acting Associate Commissioner, National Center for Educational Research and Development
U.S. Office of Education

10:15 Break—Coffee served in Lobby

10:45 INTER AGENCY COOPERATION FOR IMPLEMENTATION OF STATE PLANNING

Herbert Righthand, Chief, Bureau of Vocational Services
Connecticut

Reactors—

Neal D. Andrew, Chief, Vocational-Technical Education
New Hampshire

Glen H. Strain, Assistant Commissioner, Vocational Education
Nebraska

11:30 Lunch

FRIDAY AFTERNOON — SEPTEMBER 18, 1970

1:15 p.m. IMPLEMENTING STATE PLANNING IN VOCATIONAL-TECHNICAL EDUCATION *Suite B*

Martin Essex, Superintendent of Public Instruction
Ohio

PANEL: THE ROLE OF THE STATE ADVISORY COUNCIL IN VOCATIONAL EDUCATION PLANNING

Chairman—*Calvin Dellefield,* Executive Director, National Advisory Council on Vocational Education
Washington, D.C.

Joseph R. Clary, Executive Secretary, State Advisory Council for Vocational-Technical Education
North Carolina

Donald Truitt, Chairman, State Advisory Council for Vocational-Technical Education
Illinois

Robert M. Worthington, Assistant Commissioner of Vocational Education
New Jersey

IMPLICATIONS FOR ACTION: NEXT STEPS IN COORDINATION OF STATE PLANNING

Charles J. Law, Jr., Director, Division of Occupational Education
North Carolina

Francis T. Tuttle, State Director
Oklahoma

Seminar Evaluation—Written

3:45 Adjournment

REMINDER OF THE DAY: Please turn in Seminar Planning/Evaluation Form before leaving. We hope the seminar was beneficial to you.

Appendix B

LIST OF PARTICIPANTS

J. Marion Adams, Associate Commissioner for Vocational Technical and Adult Education
State Department of Education
State Education Building
Little Rock, Arkansas 72201

Arch B. Alexander, Assistant State Director
Vocational Education
State Department of Education
1515 W. 6th Street
Stillwater, Oklahoma 74074

R. D. Anderson, Executive Secretary
National Association of State Directors of Vocational Education
1599 Broadriver Road
Columbia, South Carolina 29201

Neal D. Andrew, Chief
Vocational Technical Education
State Department of Education
St. House Annex, Stickney Avenue
Concord, New Hampshire 02201

Joseph P. Arnold, Specialist
Technical Education
The Center
The Ohio State University

J. D. Athen, Assistant Director
Career Education
Iowa Department of Public Instruction
Grimes State Office Building
E. 14th and Grand
Des Moines, Iowa 50319

Kirby K. Awagain, Supervisor
Vocational Education
Louisiana State Department of Education
Baton Rouge, Louisiana 70804

William H. Bergman, Assistant Director
Business Research Bureau
The University of South Dakota
School of Business
Vermillion, South Dakota 57069

A. V. Bevacqua, Director
Occupational Education
Department of Community Colleges
Education Building
Raleigh, North Carolina 27602

Jack L. Billings, Public Information Officer
U.S. Office of Education
Department of Health, Education and Welfare
Washington, D.C. 20202

John W. Bunten, State Director Vocational Education
State Department of Education
Carson City, Nevada 89701
and
Vice President, National Association of State Directors of Vocational Education

Carrol E. Burchinal, State Director Vocational Education
State Department of Education
State Office Building
Bismarck, North Dakota 58501

Lowell A. Burkett, Executive Director
American Vocational Association
1510 H Street, N.W.
Washington, D.C. 20005

Charles H. Buzzell, Director
Bureau of Professional Services
Vocational Education
State Department of Education
225 West State Street
Trenton, New Jersey 08625

Howard B. Casmey, Commissioner of Education
State of Minnesota
401 Centennial Office Building
St. Paul, Minnesota 55101

Joseph R. Clary, Executive Director
North Carolina State Advisory Council on Vocational Education
Box 5312
Raleigh, North Carolina 27607

J. R. Cullison, Associate Superintendent of Public Instruction
Department of Vocational Education
1333 W. Camelback Road
Phoenix, Arizona 85013

Sherwood Dees, Director
Vocational Education
State Department of Education
405 Centennial Building
Springfield, Illinois 62706

Calvin Dellefield, Executive Director
National Advisory Council on Vocational Education
Regional Office Building #3, Room 5022
7th and D Street, S.W.
Washington, D.C. 20202

Richard A. Dieffenderfer, Research Associate
The Center
The Ohio State University

Eugene L. Dorr, Assistant State Director
Department of Vocational Education
1333 West Camelback Road
Phoenix, Arizona 85013

Frank Drake, Coordinator Vocational Education
State Department of Education
Jefferson Building
Jefferson City, Missouri 65101

Charles M. Dunn, Assistant Commissioner for Vocational-Technical Education
Room 205 Cordell Hull Building
Nashville, Tennessee 37219

Fred W. Eberle, State Director
Vocational Education
State Department of Education
1717 Quarrier Street
Charleston, West Virginia 25305

Homer Edwards, Senior Program Officer
Vocational-Technical Education
Region V
U.S. Office of Education
226 W. Jackson Boulevard
Chicago, Illinois 60606

Arthur W. Ericson, Assistant Director
Division of Vocational-Technical Education
State Department of Education
State Office Building
Montpelier, Vermont 05602

Martin Essex, Superintendent of Public Instruction
Ohio Department of Education
State Office Building
Columbus, Ohio 43215

T. L. Faulkner, State Director
Vocational Education
State Department of Education
Montgomery, Alabama 36104

Edward T. Ferguson, Specialist
Distributive Education
The Center
The Ohio State University

John W. Fitzgerald, Operations Officer
Division of Occupational Education
Department of Education
182 Tremont Street
Boston, Massachusetts 02111

Don K. Gentry, Acting Director Vocational Education
401 State House
Indianapolis, Indiana 46204

Joseph D. Godsey, Director
Post-Secondary Occupational-Technical Education
Texas Education Agency
Capitol Station
Austin, Texas 78711

Bobbie R. Grogan, Deputy Director of Vocational Education
State Department of Education
Frankfort, Kentucky 40601

Arthur Lee Hardwick, Associate Commissioner for Adult, Vocational and Technical Education
U. S. Office of Education
Washington, D. C. 20202

Howard Hjelm, Acting Associate Commissioner
National Center for Educational Research and Development
400 Maryland Avenue, S.W. Room 3165-A
Washington, D. C. 20202

Roy D. Irons, State Director
Vocational Education
State Department of Education
518 Front Street
Boise, Idaho 83704

Cecil H. Johnson, Jr., State Director
State Department of Vocational Education
908 Rutledge Building
Columbia, South Carolina 29201

Edward N. Kazarian, Research Associate
The Center
The Ohio State University

Grady Knight, Administrator Program Planning
Vocational Education
Department of Education
Little Rock, Arkansas 72201

Daniel E. Koble, Jr., State Director Vocational Education
State Department of Public Instruction
Dover, Delaware 19901

John H. Koenig, Associate State Director
Division of Vocational Education
Department of Education
225 West State Street
Trenton, New Jersey 08625

Jim G. Koeninger, Research Associate
The Center
The Ohio State University

Leonard E. Kunzman, State Director
Vocational Education
State Department of Education
942 Lancaster Drive
Salem, Oregon 97310

Maria S. Lacot, State Director
Vocational-Technical Education
Department of Education
Hato Rey, Puerto Rico

Carl F. Lamar, Assistant Superintendent for Vocational Education
State Department of Education
State Office Building
Frankfort, Kentucky 40601

Charles J. Law, Jr., State Director
Division of Occupational Education
State Department of Education
Raleigh, North Carolina 27602

Frank B. Lawrence, Acting Assistant Superintendent Vocational Education
D. C. Public Schools
415—12th Street, N.W.
Washington, D. C. 20004

Eugene Lehrmann, Assistant Director
Board of Vocational-Technical and Adult Education
137 E. Wilson Street
Madison, Wisconsin 53702

L. L. Lewis, Assistant Director
Vocational Education
State Department of Education
908 Rutledge Office Building
Columbia, South Carolina 29201

Wilfred Lewis, Jr., Chief Economist
National Planning Association
1606 New Hampshire Avenue, N.W.
Washington, D.C. 20009

M. G. Linson, Director
Colorado Board for Vocational Education
207 State Services Building
Denver, Colorado 80203

Cleve E. Loman, Supervisor
Manpower Training
Division of Vocational Education
State Department of Education
523 E. Main Street
Richmond, Virginia 23219

R. M. Madson, Assistant Director
Vocational Education
State Department of Education
Centennial Office Building
St. Paul, Minnesota 55101

Joel H. Magisos, Coordinator
Information Services
The Center
The Ohio State University

Joseph F. Malinski, Director
Program Planning and Development
Division of Vocational-Technical Education
State Department of Education
Centennial Office Building
St. Paul, Minnesota 55101

J. David McCracken, Information Specialist
The Center
The Ohio State University

J. Randy McCutcheon, Research Associate
The Center
The Ohio State University

Robert E. McNair, Governor, South Carolina
State House
Columbia, South Carolina 29202

Aaron J. Miller, Coordinator
Development and Training
The Center
The Ohio State University

Leon P. Minear, Director
Division Vocational-Technical Education
U.S. Office of Education
Washington, D. C. 20202

Tom J. Moore, Supervisor
Area Vocational-Technical School
and
Post-Secondary Vocational Education
120 East 10th Street
Topeka, Kansas 66612

Edward J. Morrison, Research Coordinator
The Center
The Ohio State University

Joseph F. Murphy, Associate Commissioner
Vocational Education
State Department of Education
State Office Building
Hartford, Connecticut 06115
and
President, National Association of State Directors of Vocational Education

Charles A. Newman, Director of Business and Office Education
State Department of Education
Jefferson Building
Jefferson City, Missouri 65101

E. B. Oleson, State Director
Vocational Education
State Department of Education
State Capitol
Pierre, South Dakota 57501

Elwood A. Padham, State Director
Vocational Education
State Department of Education
Education Building
Augusta, Maine 04301

Robert E. Pruitt, Deputy Director
Division of Comprehensive and Vocational Education Research
U. S. Office of Education—Room 3033
Washington, D. C. 20202

D. R. Purkey, Assistant Director
Vocational Education
State Department of Education
65 S. Front Street
Columbus, Ohio 43215

George Reeser, Research Associate
The Center
The Ohio State University

Bruce Reinhart, Assistant Executive Director
The National Advisory Council on Vocational Education
Regional Office Building #3, Room 5022
7th and D Street, S.W.
Washington, D. C. 20202

Louis D. Ridle, State Director
Vocational and Adult Education
State Department of Education
Alaska Office Building
Pouch J
Juneau, Alaska 99801

Herbert Righthand, Chief
Bureau of Vocational Services
Division of Vocational Education
State Department of Education
State Office Building
Hartford, Connecticut 06115

B. W. Robinson, Assistant Commissioner of Education
State Department of Education
P.O. Box 480
Jefferson City, Missouri 65101

Earl B. Russell, Research Associate
The Center
The Ohio State University

Thomas H. Sandham, Jr., State Director
Vocational Education
State Department of Education
Roger Williams Building
Hayes Street
Providence, Rhode Island 02908

George L. Sandvig, State Director
Vocational Education
State Department of Education
State Office Building
3322 E. Grace Street
Richmond, Virginia 23216
and
Secretary-Treasurer, National Association of State Directors of Vocational Education

Paul Schalles, Assistant State Director
Vocational Education
State Department of Education
Box 911
Harrisburg, Pennsylvania 17126

William O. Schuermann, Director of Career Education
State Department of Education
Grimes State Office Building
Des Moines, Iowa 50319

Robert S. Seckendorf, Assistant Commissioner for Occupational Education
State Department of Education
Albany, New York 12224

Sam Shigetomi, State Director
Vocational Education
State Department of Education
2327 Dole Street
Honolulu, Hawaii 96822

Warren G. Smeltzer, Assistant Director
Division of Vocational Education
State Department of Education
600 Wyndhurst Avenue
Baltimore, Maryland 21210

Wesley P. Smith, State Director
Vocational Education
State Department of Education
721 Capitol Mall
Sacramento, California 95814

John E. Snyder, Assistant Commissioner for
Vocational Education
State Department of Education
State Office Building, 11th Floor
120 E. 10th
Topeka, Kansas 66612

Harold Starr, Specialist
Special Needs
The Center
The Ohio State University

William W. Stevenson, Assistant State Director
Vocational Education
Research, Planning and Evaluation
State Department of Education
1515 W. 6th Avenue
Stillwater, Oklahoma 74074

Glen H. Strain, Assistant Commissioner
Vocational Education
State Department of Education
10th Floor, State Capitol
Lincoln, Nebraska 68509

John W. Struck, State Director
Vocational Education
State Department of Education
Box 911
Harrisburg, Pennsylvania 17126

Florence Sutler, Director
Occupational Education Planning
Vocational Education
State Department of Education
Albany, New York 12224

Leroy H. Swenson, Director
AVTE, U.S. Office of Education, Region VIII
19th and Stout Street
Denver, Colorado 80203

Robert E. Taylor, Director
The Center
The Ohio State University

Henry A. Ten Pas, Director
Division of Vocational, Adult and Community
College Education
Oregon State University
Corvallis, Oregon 97331

Les Thompson, Deputy Assistant Commissioner
of Vocational Education
State Department of Education
State Capitol, 10th Floor
Lincoln, Nebraska 68509

Donald Truitt, Vice President
Arthur Rubloff Company
69 W. Washington Street
Chicago, Illinois 60602
and
Chairman Illinois State Advisory Council for Vocational
and Technical Education

Francis T. Tuttle, State Director
Vocational Education
State Department of Education
1515 West 6th Avenue
Stillwater, Oklahoma 74074

Walter E. Ulrich, Jr., Administrator
Vocational-Technical Education
State Department of Education
136 East South Temple
University Club Building
Salt Lake City, Utah 84111

Robert P. Van Tries, Assistant Commissioner
Vocational Education
State Department of Education
Centennial Office Building
658 Cedar Street
St. Paul, Minnesota 55101

Robert J. Volland, Director
Vocational Education
District of Columbia Public Schools
415 Twelfth Street, N.W.
Washington, D.C. 20004

Gregory J. Waddick, Assistant Commissioner for
Planning and Development
State Department of Education
401 Centennial Office Building
St. Paul, Minnesota 55101

Darrell L. Ward, Specialist
State Leadership
The Center
The Ohio State University

Darrel Way, Administrator Vocational Finance
State Education Building
Little Rock, Arkansas 72201

Frank Wimer, Director Planning and Research
Vocational Education
State Department of Education
P.O. Box 248
Olympia, Washington 98501